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ABSTRACT

The report of the April 1970 NEA Conference on the teaching profession and instructional improvement focuses on the need for the professional association to become increasingly involved in the improvement of teaching and the curriculum. The conference objectives were 1) to identify the association's role in curriculum, instruction, and personnel development; 2) to identify what the association should attempt directly and what it should only influence; 3) to establish the characteristics of effective leadership; 4) to examine relationships with school boards, administration, students, and community organizations; 5) to study the use of professional negotiation in curriculum improvement; 6) to identify the processes to be used; and 7) to explore local, state, and national association relationships. The conference also focused on five guidelines, dealing with purposes, initiation, procedures, resources, and evaluation. The papers include an analysis of the implications of the conference; details of the Iowa state instructional improvement project; accounts of successful projects established by association in Scarsdale, N.Y., for inservice education, in Racine, Wisc., for differentiated staffing, in Delano and Palos Verdes, Cal., for curriculum development, and in Indianapolis, Ind., for community and study cooperation; and finally, the process of negotiation of instruction as experienced in Monterey, Cal., and Lansing, Mich. (MBM)

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THE PROFESSIONAL ASSOCIATION LOOKS AT ITS ROLE IN INSTRUCTION

SP004175

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THE PROFESSIONAL ASSOCIATION LOOKS AT ITS ROLE IN INSTRUCTION

A Conference Report

If we could first know where we are—and whither we are tending—we could better judge what to do—and how to do it.

—Abraham Lincoln

National Education Association
Professional Development
and
Instructional Services

April 2-4, 1970

SP004175

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FOREWORD

The education profession can point to many milestones in its long journey toward complete professional recognition and achievement. The history of education in the United States and of the NEA for over one hundred years is the record of that steady attainment. It is firmly believed that the April 1970 NEA conference on the teaching profession and instructional improvement is another of these important historical markers.

The development of curriculum and teaching processes has had an honored place under traditional auspices of government, higher education, and school administration. (And it is finding its way into the world of business and industry now.) Through these same channels, teachers as individuals have made notable contributions to instructional change. However, this tradition has long had a serious flaw in that it has seldom sought to harness for purposes of constructive renovation of instructional policy the organized and vital experience of the professional teachers associations.

The situation has been like a massive aggregation of fully charged batteries with no wiring to join the terminals. While the vision of occasional individual leaders, the probing of a few state organizations, and the pioneering work of classroom teacher departments have managed to put together small grids, there has been no complete network of teacher association programs to transmit the great potential of the united battery array. Probably it has not been conceptualized that such a hook-up could be made or that it would supply a dependable source of power.

The 1970 conference sought to initiate the deliberate enlarging of this pioneer grid by bringing together for planning, representative members of the more successful local and state units which have ventured into the field of instructional policy. The conference report contains the possible design of this new development wherein teachers, along with all other educators, may realize their potential for improving classroom practices and curricular substance. How rapidly the design can be or will be installed no one can foresee at present, but the conferees were enthused with their roles as planners and surveyors.

The conference also combined in a new realm of collaboration the national, state, and local professional associations of teachers. They saw their future roles as joint engineers in keeping the lines up, the switchyards clear, the transformers cool, and the power boosted and distributed. No clearer picture of their service function could have been drawn. Even so, when the outlines of the network came into view, it was recognized that the original sources of power were still the individual teacher cells in the local units. These would remain the generators for long into the future.

So, may these first circuits fashioned and connected in 1970 grow into a vast power system that will bring new light and warmth to schools everywhere.

Lawrence G. Derthick
Assistant Executive Secretary for
Professional Development and
Instructional Services

ACKNOWLEDGMENTS

The Planning Committee expresses appreciation for the cooperation and support of all NEA staff and the varied contributions of the local and state associations which helped to make the conference a success. They are especially grateful to Ralph Joy, NEA Staff Academy, and Howard Lamb, National Training Laboratories, for aid in planning and to Kenneth Brown of the California Teachers Association for his editorial assistance on the conference report.

INTRODUCTION

The Professional Association Looks at Its Role in Instruction was a landmark conference of local, state, and national leaders for joint consideration of "where we are—and whither we are tending" in the area of professional development and instructional improvement, so that we may "better judge what to do—and how to do it." * It focused on the structure, processes, and relationships of a professional association as it seeks to become an effective voice of its members in the improvement of teaching and learning.

The purposes were summarized at the opening session:

1. To discover a more precise concept of the role of the professional association in curriculum, instruction, and personnel development. What is the difference between the teacher's role as a member of the association working on the improvement of instruction and his role as an employee of the school board similarly at work?
2. To identify what the association should do itself and what it should only attempt to influence. When should it act directly as an association? When should it only cause things to be done?
3. To identify the characteristics of an association which exerts effective leadership in improving instruction. What is effective leadership?
4. To examine relationships with such groups as school board, administration, students, and community organizations. How does the association proceed when there is no effective partnership with the school district?
5. To examine the potential use of professional negotiation as an instrument of association policy and action for improving curriculum and instruction. When and how is negotiation used effectively in decision making involving the instructional program?
6. To identify the processes and strategies which can be used by the association for instructional change. How are needs diagnosed, priorities established, resources utilized, barriers overcome, accountability planned for, and relationships strengthened with other groups inside and outside the school system?
7. To explore together, local, state, and national association relationships. What special resources does each have? How can they be most effectively shared?

To accomplish these purposes, local and state leaders with active programs suitable for examination and analysis at the conference were identified. A panel of sessions analysts was chosen from Association of Classroom Teachers, Field Services, local and state associations, and staff of the sponsoring units. Guidelines were prepared for the conferees to focus on five areas: purposes, initiation, procedures, resources, and evaluation.

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* Abraham Lincoln, Title Page

Deputy Executive Secretary Allan West, who presided at the opening session, generated a spirit of interest and enthusiasm which grew steadily throughout the conference, and was reinforced by the warm welcome of Executive Secretary Sam Lambert at the NEA Center luncheon.

Although the real success of this experience will be determined by the degree to which participants apply it to their own situations, returns on a postconference questionnaire indicate that the zeal evidenced was not simply a group phenomenon but rather a growth experience which may serve as a catalyst for expanded association activity in the areas of curriculum and instruction. It should be added that the conference design may have simplified the process, but only the thoughtful awareness and insightful contributions of the participants could have produced the final result.

Dr. Arthur Corey's address at the conclusion of the conference served as a magnificent launching pad for accelerating action by professional associations to improve instruction. A Corey quotation illustrates the impact of the finale:

". . . We are face to face in this conference with tackling what seems to be almost impossible in an impossible time; and yet, retaining our faith, we can do it! Of course we can!"

Thelma W. Horacek
Conference Director

GREETINGS

Helen Bain
President-Elect, NEA

I am pleased to be with you and delighted that you are having this conference.

Teachers are beginning to make significant changes in our educational system through effective professional organizations. As Charles Frankel says, "The organized group is the basic instrument of the democratic citizen."

Up to this point, we have been talking about negotiating for salaries, working conditions, and fringe benefits; I do not think we can stop talking about them, because they are still a tremendous problem. But we have to work on all areas: We are now beginning to discuss what to teach and how to teach it and how to improve curriculum through the negotiation process. As a teacher, I want to have a voice in the curriculum, and I want that voice to be heard through my local association. I want to be chosen by my local association to serve on a committee negotiated by that association, so that when I speak on that committee I am speaking for the association and have the weight of its members behind me.

I am delighted that you are taking this step forward. When we are ready to start talking about decision making in curriculum and instruction, the real heart of teaching, it means that the teaching profession is coming of age.

Through our associations we must work with the school board and the superintendent to develop understanding and the proper relationship in this new area. We must be willing to be held accountable for the results of our participation in curriculum development, and this willingness must be communicated to the administration, the school board, and the community. Exciting innovations and creative changes will result from teachers' participating in curriculum development and the professional negotiation process.

PART I
Conference Highlights

The first part of the report presents four different aspects of the conference: an analysis of its implications by Ivan A. Booker, conference documentarian; the closing comments of Arthur F. Corey, derived from his experience in association leadership and confirmed by his observations during the conference; the presentation of a dynamic state program for instructional improvement by Michael J. Fleming; and the summary of a lively interface session of local-state-national associations, conducted by Donald J. Murray.

AS THE PROFESSION LOOKS AHEAD

Some Conference Landmarks

Ivan A. Booker

Programs of professional associations designed specifically for curriculum development or for the improvement of instruction are few in number and of too recent origin to afford sure guidelines or a tested blueprint for the guidance of others. Similarly, in a brief conference situation, one sees an imperfect picture of the whole—some elements of a program may acquire undue importance while other vital facts are ignored or subordinated. In addition, different people in possession of the same conference facts will interpret them in different ways, drawing different conclusions from the same data. Generalizations, therefore, should be looked upon as *tentative,* at best. They are only "straws in the wind," supplying directional clues for the future perhaps, but giving no dependable compass readings. If such limitations are kept clearly in mind, the following analyses may be of help in the period of experimentation and testing which lies ahead, out of which the profession's ultimate guidelines will grow.

Reasons for an Instructional Improvement Program

Many reasons are emerging for this new emphasis in the work of professional associations. Among the significant ones are these:

1. Activities to improve instruction represent a response to the genuine interests and needs of many association members. It would be a mistake to neglect an obvious responsibility of the organization.
2. Increasing demand for and experience with direct negotiation between teachers and school boards make it almost inevitable that some aspects of instructional improvement will appear in this context of study and decision making. Local teacher associations will introduce instructional change into the negotiations arena, and teachers must negotiate from knowledge and professional skill.
3. All members of the profession want and should have a voice in decision making about curriculum and instructional matters. The association provides an opportunity for them to speak, not from any hierarchical stance, but as members of the profession with collective authority and power.
4. An instructional improvement program has the potential for maximum involvement and participation of members—a wholesome thing for the organization.
5. The associations' very successful work in salary and welfare benefits must now be balanced by a parallel program on professional development and improved services in the classroom. Associations need to reduce their all too common image as self-seeking, welfare-oriented groups by increased emphasis on effective teaching.

6. Continued and increased public financial support of the school program is likely to be in proportion to public confidence in instructional improvement. Direct attention and effort toward this goal is a professional obligation.

7. Emergence of unprecedented problems, such as those of the inner-city schools, constitutes a new challenge.

8. The appearance of different patterns of education—new curricular structures, new media and materials, new teaching methods, and varied school organization—makes acceleration of change highly probable and professional concern about change imperative.

9. The potential for better education of children, youth, and adults makes inescapable the responsibility for direct action for instructional improvement. The professional satisfaction derived from successful teaching is yet to be realized.

A Favorable Climate

Among the conditions and circumstances, according to the conference reports, that make it appear "right" for an association to launch out in the area of curriculum change and among the methods and techniques of instructional improvement and personnel development, the following seem noteworthy:

1. There exists in the all-inclusive association the unique opportunity for professional educators to work together with no emphasis on their place in the hierarchy of the system. At least an overarch of organizational structure and processes provides channels for communicating ideas and developing common goals and joint endeavors, without emphasizing separate bodies of administrators, subject area specialists, or classroom teachers.

In any event, the association which wishes either to make changes in curriculum and instruction or to prepare its members for changes which are imminent must plan specifically for operation in this area. If the association has never had a committee on instruction, a self-study, which can be requested from NEA Affiliates and Membership, may be helpful.

2. There should be at least a nucleus of *dedicated professional leaders* who have the vision, the organizational know-how, the courage, and the commitment to plan and launch a vital program. Regardless of the competence, brilliance, and other leadership qualities of the president of the association, he cannot be the instructional chairman during his administration. There should be a standing committee on instruction with members representing all segments of the association and serving for rotating three-year periods in order to make the plan for instructional improvement continuous. A member of the committee may be expected to serve as liaison with the negotiation team. Sometimes a committee on instruction can help maintain a healthy focus and the ability to work together on instruction, even during impasse over salary issues, if the channels are clear and a high trust level has existed.

3. Frequently the association itself is going through an important period of change—has just elected a slate of new officers or has done a self-evaluation and is ready for change or has just been granted official recognition by the school board.

4. Often the school system is in the throes of change from a new superintendent, a new board majority seeking change, or recommendations from a school survey.

5. In many cases there is widespread dissatisfaction among teachers with respect to instructional problems—materials, class groups, conditions that impede effective teaching, insufficient preparation for change.

6. A high percentage of the association membership is genuinely interested in quality teaching and willing to spend time and energy to do something about it.

7. A state, regional, or national agency has made resources available for instructional change. Such an opportunity can stimulate initial steps and make success more likely.

A Good Start

Once the decision is made to move into an instructional improvement program, how does the association start? Steps such as these seem to have been productive:

1. Establishment of an association arm or committee which can be assigned the responsibility for promoting the association interest in instructional improvement. Depending somewhat upon the need and the sense of readiness, this may be a standing committee, a sizeable council, or a task force. (The association executive committee might undertake this function initially, but the time required will soon call for a special group.)

2. Determination by association leaders of the general area of concern in which the association will operate to bring about change. (The initial program cannot cover everything. It usually focuses on one area, such as conditions of work that affect instruction, in-service education, or curriculum development.)

3. If the association is recognized as negotiating agent, early achievement of some kind of official status for the project in the negotiated agreement. (In any event, get administrative and board approval, when feasible.)

4. Careful preliminary planning by the leadership team: what is to be done; the sequence to be followed; the resources to be used.

5. A survey of the total membership to determine teacher interests, needs, and concerns within the area selected for the first attack.

6. Selection of specific tasks and development of planned activities consistent with the interests, needs, and concerns of the membership.

7. Dialogue with the superintendent and the members of his staff responsible for instruction about the problems and purposes of the association.

8. Development of the association's own program—one it planned and initiated itself. Participation in a program which originated outside the association and was brought to it with a request for collaboration is, of course, not precluded.

Danger Signals

An association's course may not run smoothly when it focuses on instructional improvement. Many types of barriers and blocks to progress are likely to be encountered, including the following:

1. Reluctance on the part of the administration and/or school board to have *the association* work officially on curriculum or instruction. (Tradition is against it. The administration may view it with fear or resentment, as an encroachment on its territory.) This roadblock—necessitating the acceptance of the *legitimacy* of association work in this area—looms large and will for some time to come.
2. Similar reluctance on the part of curriculum directors, supervisors, and even many curriculum specialists in colleges and universities who see association work as an encroachment.
3. Teacher skepticism. Will the association's program be like so many of the staff projects in which they have taken part—largely busy work, getting nowhere? To counter skepticism, the association must *establish credibility* with its own members, proving to them that the *association* can and will do something about *their* instructional problems and concerns. Credibility with the school district authorities and the community is also an important goal.
4. Teacher apathy—"We're doing all right. Why bother?" Or, "It's a good idea, but let someone else do it." How to replace apathy and passivity with enthusiasm and commitment is a perennial problem.
5. Groups with vested interest in the status quo.
6. In some cases, legislation itself.
7. Lack of time. A serious problem is how to get adequate time for the work that needs to be done—time for the coordinating group, time for the task forces and research teams, and time to teach while participating!
8. Limitations of needed resources: finances, material, research data, personnel. The resources of the association itself may be too meager. Those available to it from outside may be too remote, too limited, or simply unknown. District resources may be too controlled.
9. Inadequate communication between the association leaders and members, between the association and administration, between the association and the public.
10. Waning interest. The enthusiasm for a *new* program may all too quickly die, making it difficult to *continue* the effective program.

Sources of Strength

Although the obstacles are many and serious, an association that moves into the improvement of educational processes can be sure of support of many kinds:

1. Once the legitimacy of its work is established, school authorities are likely to extend helpful, cooperative support.
2. A high percent of the staff usually will take interest in, and lend its support to, a sound program for instructional change.
3. Negotiation gives an association new leverage—new power—by formalizing agreements and providing grievance procedures.
4. The community will understand, appreciate, and support a program of demonstrated value in classroom work.
5. Students have proved themselves to be unexpectedly helpful with instructional programs that have teacher direction.
6. Full-time staff service—in a growing number of associations—adds a new dimension to what the association can do.
7. New legislation, such as professional practices acts, is opening new doors.
8. Successful pilot programs, in more and more associations, are converting dreams and theories into demonstrated realities.
9. New leadership is being developed in the institutions for teacher education.
10. Many state associations are building new service units and new programs designed especially to help their affiliated locals.
11. NEA resources can give leadership and help in many aspects of educational change.
12. The research units of state and national associations are able and ready to supply helpful data and assistance on many problems.
13. Through channels of communication maintained by the profession, there are regular reports on *what* is being done, *where*, and *how*.
14. State and national associations arrange many opportunities for leadership training in conferences, seminars, workshops, and the like.

It Might Just Work . . .

Just as there is no one best project for an association to undertake—because the program in each case should spring from local need—there can be no one best way for an association to proceed. The operating procedures, too, should take into account the local situation and the anticipated effect of each policy and plan. The organizational machinery, the practices, the relationships, and the sequence of events which led to success in one instance might prove futile or disastrous if transported to a different situation. Nevertheless, from the experiences of association pioneers, some observations about operating procedures may prove helpful:

1. Communicate with the membership frequently on all major decisions, listening as well as reporting.

2. Plan carefully and well before starting to act, basing the plan on the interests, problems, and concerns of the teacher members.

3. Get board of education approval through negotiation, where feasible, or through official board action. Issue your own publicity so that members know what the association is doing.

4. Move as fast as—but no faster than—the membership is prepared for. Where necessary, take time to build interest, create enthusiasm.

5. Create whatever type of central committee or council is needed for effective leadership, plus whatever supporting task forces are essential.

6. Engage in leadership training, if needed—conferences, seminars, etc. (In short, "beef up" the local association to the point where it can and will do effective work.)

7. Inventory all types of resources, especially the available expertise of the association's own members and the personnel resources which the community affords.

8. Arrange for some systematic, organized support for the program by a "prestige" group or groups in the community.

9. Arrange for involvement of individuals who do not represent power groups; for example, parents and children in all segments of the community.

10. Maintain the best possible cooperative arrangement with the administration, while retaining appropriate control of the association program.

11. Build and maintain good public relations in the community.

12. Use existing association groups as fully as possible; e.g., the TEPS committee, the negotiating team.

13. Utilize faculty representatives in discovering talent, making nominations, surveying needs, communicating with members, and evaluating results.

14. Plan activities that will involve the maximum percent of the association members. Their support for a program and their efforts to practice its recommendations are best assured by active and direct participation.

15. Evaluation should be built into the program from the beginning, not planned as an afterthought. Provide for face-to-face discussion and direct verbal feedback, as well as for questionnaire reactions and written reports. Have open hearings. Try brainstorming sessions from time to time.

16. Maintain normal association control over all special instructional committees, ensuring their accountability and thus their responsiveness to and communication with the association as a whole.

17. Through appropriate channels tap the resources of student opinion and cooperation.

18. Draw as fully as possible on help from other professional groups—the state association, NEA and its affiliates, institutions of higher education, regional laboratories and study centers, state

departments of education, special subject matter organizations, the successful experiences of other associations working on similar projects.

19. Maintain the *association's* priorities. Be responsive if these change and so require a readjustment of schedule and timing.

20. If a negotiation "package" is developed by the association, there may be advantages to placing the instructional items first, ahead of salary and welfare proposals.

21. Once your study has shown instructional benefits to be valid, negotiate just as vigorously and courageously for them as for welfare proposals; they are for the eventual welfare of all in a mature profession.

22. Begin to build prestige in association work for the instructional leaders comparable to that heretofore given only to the salary chairman. In other words, begin to "move up" the instructional leaders who demonstrate real leadership by electing them to association office creating a vice-presidency for them or otherwise recognizing their accomplishments.

23. Attack a project small enough, and attainable enough, to assure some early success. "Nothing succeeds like success," or disheartens more than defeat or stalemate.

24. Use all available resources and help, but accept full responsibility for the outcome of your own program. No one can, or should, do the job that is yours.

25. Be a realistic but persistent optimist, knowing that some skirmishes will be lost but that progress can be made against apparently insurmountable obstacles.

26. Retain the clear distinction between *association work* in the area of instruction and *staff work* by teachers as school employees. Do not "drift" into old patterns. It is not enough to *start* an association program. It must be maintained until the identity is clear if members are to see their association as a viable agent for instructional improvement and to see instruction as a means of both improving educational opportunity and strengthening the profession.

27. In the matter of negotiation (although local circumstances are controlling), it is often important to establish the policies and machinery by which the teacher is given a direct and continuing role in instructional decision making and to spell out in detail the substantive items that represent agreed-upon decisions. (For an example of an agreement that features such policies and procedures, see the contract negotiated by the Lansing, Michigan, association, 1970, pp. 73-75.)

Does It Work?

The proof of the value of a project is found in what it produces. The projects presented in this conference have produced an enviable record of change, including such things as:

1. Acceptance by the school board in one school system of all proposals of the joint council, in which the association is a full partner and participant.

2. Numerous changes in organization, scheduling, assignment, class size, and in the selection and use of instructional materials, in various places.

3. Development, in one city, of an "academic interest center" for gifted students.

4. More released time for teachers to do school visitation, work on instructional problems, and/or engage in in-service activities.

5. Improved relationships and greater mutual respect and trust between teachers and administrators.

6. A new "image" for the association—as a genuinely professional group and as an organization with power over problems.

7. Discovery and development of much new leadership, as well as increase in membership and improvement in morale.

8. Reduction in the number of school dropouts, as shown by a study in one city.

9. Definition of the role of paraprofessionals by the development of specific job descriptions for them.

10. Enrollment in one city of about 250 of 350 association members, within two years, in a series of in-service courses planned by teachers for teachers interested in professional growth.

How Can Progress Be Determined?

As stated earlier, a plan for evaluation should be included from the start of the improvement of instruction program. Two pertinent questions need to be asked: (a) What are the evaluative processes and procedures an association can use? (b) What criteria can be used as standards of success?

Examples of evaluative processes include—

1. Evaluation checklists for participants.

2. Follow-up questionnaires and inventories, including the test-retest technique.

3. Statistical analyses and reports of how many changes have been made; how many people have been affected; and in what way.

4. Face-to-face discussion and oral feedback.

5. Informal reports from teacher lounge conversations.

6. Employment of an outside evaluative organization.

7. Assessment of degree of teacher willingness and participation.

8. Review of community opinion by planned interviews or unsolicited comments and reports.

Significant criteria include the following:

1. The rate at which change is occurring.

2. The percentage of teachers directly involved in association work—before and after.

3. Community attitude toward, and support for, the association.

4. Quality of relationship that exists between teachers and the administration; the amount of financial support the school board is willing to contribute; and its willingness to extend the association's responsibilities into new areas of decision making.

5. The unity and community of professional interest in the association.

6. The prevalence and degree of interest shown by teachers in their own continuing growth and development.

The Frontier Is Open

Because the chart for association work in curriculum and development has not yet been drawn, there is urgent need and unparalleled opportunity for leaders with pioneer spirit. There are rich rewards of achievement for those who have the vision, the courage, the creativeness, the skill, and the persistence to cross the boundaries from traditionalism to promise. There is room for innovation. The horizon is broad. In a balanced association program, concerned equally with the teacher as a person and with his professional career, lies the only valid assurance of continued professional success.

A CLEAR CALL TO ACTION*

Arthur F. Corey
Executive Secretary Emeritus
California Teachers Association

I am not going to insult your intelligence by trying to summarize a conference where as much happened as happened in this one. I will try to make a few significant comments, as I see them, then let you go back to your local associations. For you see, I suspect nearly every one of you is in some kind of a position, when you get back home, to do something about what you have experienced here.

I have several times been frustrated as a conference participant. Having begun talking about this particular theme and trying to emphasize it as long as 10, 12 years ago, it is frustrating to know how little has taken place. I don't know whether I was pleased or disconcerted that when materials were put in the conference kits, there was included a speech I made nearly five years ago.

* An address given at the closing session of the conference. The text has purposely followed the oral presentation, with no attempt to recast it into a written paper.

And circumstances are about the same now as then. Did anyone really listen? It is frustrating when I talk about trying to get going in this area of the professional program and realize that there is evidence that things are beginning to occur which I longed for and dreamed about, to be reminded that I am already three years retired and must sit on the sidelines and watch. Therefore, I repeat, it is frustrating to be here, but I am very proud to have been asked.

There are things about this conference that are obvious. Perhaps the most wonderful thing is the fact that we've had it, and that we have come to almost the only place where we could have a conference like this. I don't know whether or not it's the first such conference, but it is very significant. It was mentioned last night, I believe, how very important it is that here we have had an activity in which, as far as I can see, all the agencies in the NEA having to do with instruction are involved. All cooperated in a single project.

To me the most significant thing that happened was not that we had reports from several individual local associations about what they are doing. These could have been made in writing, and we could have exchanged them. (Of course, we never read such things, because we haven't got the time!) The most significant thing is that last night, out of the discussion group, where it appeared for a while we were going to get nowhere, there came an idea. The idea—and I'll come back to it in my remarks—is that, after all, the unified profession is a political entity, and if we are to change the emphasis of a political entity, it is to be done by political action. In other words, we made a beginning here in facing the fact that we must mobilize and organize influences to demand that teacher welfare interests within the organized profession—which must not be dropped or de-emphasized—be balanced by added emphasis and increased support for programs seeking to improve the quality of education.

I would remind you again that *this is a new thing!* We've talked, oh so many years, but really to get down actually to working at it on a local level, that's very new. Not many programs are more than three years old. There has been much talk and theory at state and national levels. But to engage at the level where decisions are made as to what kind of educational experiences go on in the classroom, and to do something about these experiences there, is very new. It seems to me, on the basis of my 40 years of work with professional organizations, that this avenue we are trying to head into in this conference leads to the most difficult objective, the most difficult aspect of a professional program, we have ever attempted. Because we aren't suddenly solving it, and because in this conference we didn't come up with a lot of clear-cut, neatly analyzed plans—so we can say, "Now we'll do this, this, and this" —we shouldn't be surprised. Rather, it is surprising to me that we were able to come up with as much consensus as we did.

Not only is this the most difficult thing we have ever tried to do, but we're trying to do it at the most difficult time I can recall in my 40 years in the profession. Consider this aspect of it: Teacher power must now seek to influence instruction even though, whether we like it or not, much of the decision making in curriculum has already passed out of the realm of local public schools into federally funded projects and into the hands of the hardware and software combines—out of the hands of teachers. Oh, they'll hire some of us to come in and help them; but then, after the professional educators are hired, they are just like the persons appointed to do curriculum work by the superintendent. They are responsible to him. So, these individuals that are hired away will be responsible to the combines and not to the profession.

Also, this problem comes at a time of great confusion and confrontation in society. You are all familiar with the fact that the far left (no need even to call it the "new" left) is saying that the whole educational structure must be destroyed. These militants don't say what we're going to have in place of it, but declare, "Get rid of it; it's all lousy!" And from the other side of the spectrum, we have read that William Buckley recently said he would rather trust the preservation of civil rights and liberty and his intellectual freedom to the first hundred persons named in the Cambridge telephone directory than to the Harvard faculty. Did you smile? I dare say there are many faculty members at the University of California in Berkeley and San Francisco State College who think just about the same right now. There's no question about it—some of the problems in higher education are rubbing off at our level. I've preached for twenty years participatory democracy in policy making. And yet we've found that participatory democracy at the college level—that is, getting decisions decentralized to the point where everybody is involved when we face crises—has not functioned at all. It simply broke apart. I'm not saying this proves it will break up with us, but I am saying that this rubs off on us, because people see it and they react: "What didn't work at the college level perhaps won't work at the elementary level."

We face critical times, but we cannot be defeatist. The teacher, the true teacher, is a persistent optimist. If he isn't, he is a misplaced person! A teacher has to believe always in the possibility of a miracle when it comes to human relations. Therefore, in this conference we are face to face with tackling what seems to be almost impossible, in an impossible time; and yet, retaining our faith, we can do it! Of course we can; I have a tremendous faith in the ability of the better teachers among us, as they emerge as leaders, to do the impossible.

Still another observation aside. I have seen emerge in this conference a fact of which I have been aware for some time. In this connection, it is necessary to refer to the teachers' union. One of the advantages the union has had in some of the conflicts we have known with them over ideology and philosophy has been merely

a matter of type of organization. Their strength was at the local level rather than at the state or national level. Conversely, our strength consistently has been at the state and national level—and we have a tremendous program to cite. It is only now that we are coming to see that the focus of action has to be changed. Not that we need less programs at the national and state level, but that these programs have to be geared now so that the focus of action is down where the action is.

With respect to the emphasis of this conference, I am saying that basically the curriculum decisions—what really goes on in the classroom—are not made at the national or state capitals. They are made right where teachers work. I believe this conference faced this fact realistically and has recognized that when it comes to tackling this new professional program with any hope of success, we must gear up state and national associations so that in the instructional area the money, the staff, and the effort are directed straight into services to the local organization—where the local is working—because that's where decisions are made.

From my notes I find another generalization, although generalizations are often dangerous. We heard, as we listened to these reports, that it is easy for a local association to start a project—maybe set up a joint council or committee and involve at least half the members—and then forget it. Sometimes if they didn't forget it, they lost control of it, and within a few years it was operating just like the old curriculum committee. Everybody came to feel it was the responsibility of the administration and to forget they were association-appointed and a part of the association program. So it is not enough just to start something. The basic concept must be remembered that when a person represents the teachers association, he is different in the way he behaves than when appointed by the superintendent and represents him or the district. Whom you're responsible to has a lot to do with how you behave. The concept must not be lost.

A generalization with regard to negotiation emerges from these reports. It is fairly easy to negotiate process and condition. That is, we didn't hear very much in this conference about actually negotiating about curriculum substance, did we? That is going to be a real challenge, but there it is. Before leaving this point, I would say to you that there is much that can be done which won't *guarantee* improvement in teaching. There is no guarantee that when you negotiate reduction of class size from 30 to 25, improved teaching will automatically follow, because there are some teachers who won't teach differently or better. But the condition negotiated certainly is a guarantee that *it will invite* improved teaching and will make it possible. When we negotiate for better teaching conditions, we act in good faith that on the average the new conditions will work out for the better.

Let me, before going on, emphasize again a point made so strongly last night. In moving toward an increased activism for

instructional improvement, we are not making apologies for the welfare goals of the past. No defense for that is called for, because it was absolutely necessary to rescue teachers from economic oblivion before you could begin to talk about higher professional matters. This program front will not be abandoned. But we must now prove that the teaching profession can be effective in solving problems of instruction or we must give up our dream of professionalism.

I have no great attachment to the word "professional." Nonetheless, either a teacher is a relatively highly trained and competent professional, capable, individually and collectively, of making important decisions to help solve educational problems, or that teacher is loosely considered a mere technician who routinely applies the directions that come with prepared instructional packages. When we defend professional salaries for teachers, we claim to know what that means. But when we start to talk about what it means to be a professional teacher, we say that is hard to define. If a teacher can be reduced to the level of a technician who merely follows the manual, then he will be rated and paid as a technician and not as a professional. This we won't like. And don't think there aren't movements afoot to do just this!

You may have read in the January issue of *Nation's Schools,* in "Will Industry Run Our Ghetto Schools?" that legislation is being introduced into Congress to make it possible for the federal government to enter into contracts with private industry to undertake teaching in the ghettoes because the teachers there have failed. The instructors won't need credentials. It is specifically provided that they won't need credentials—because those prepared to teach and having credentials have shown they can't do it. And the industrial leaders are saying, "If we can't succeed, you don't have to pay us." Now, if it is possible to go into a ghetto with federal money and hire people who in a few weeks have been taught to follow the manual and the package requirements—and to have businessmen and politicians think this is successful teaching—it will be possible to do it anywhere.

There is a man employed in our legislature who is known as an educational consultant to the Senate. Recently our school boards association magazine in California contained an article entitled "Curing Professional Syndromes." I have it in my hand. The things he refers to as professional syndromes are all the things we've been working for for years: high standards for teachers, good personnel relations, tenure, and such things. According to him, these are "professional syndromes" which are standing in the way of solving education's problems.

The degree of truth underlying these charges is relatively immaterial—whether they are true or not—if legislators and business leaders come to believe them. There is no question in my mind that many of them do. They believe that large numbers of teachers have been ineffective in meeting what they consider to be educa-

tion's most serious problems. So now they say, "We must go outside the profession to get the answers." I don't know whether or not you have had the same experience in other states, but I've watched from the sidelines with great pain during the last five years. Every time a legislative commission of any kind is appointed to study education, special care is taken to see to it there are no teachers on it. Teachers know something about it; they would be dangerous to include!

So there is a clear call to action for us. The call to action isn't just that it would be nice to have better instruction. It would be—and it needs no further defense that we must do the best job that possibly can be done to improve instruction in the classrooms. But our colleagues who have been so interested in salaries jolly well had better wake up. If we don't get busy in this field of maintaining a balanced association program, if we do not show the public that we are interested not only in being professionally paid but in being professionally successful and being able to do the things which professionals ought to do, including directing the work we do ourselves—I say if we cannot achieve this, our salary negotiators are going to have trouble.

This situation can be looked at either way, as you wish. Somebody said the other day that we ought not to be crass and selfish with respect to the goal of instructional change. That is, we ought not to go into this improving instruction business because it is best *for us.* I will remind you that it doesn't have to be crass. It is an endeavor which can be viewed from either point of view. You can be altruistic or very selfish. But you had better get busy at it, one way or the other!

As I said at the outset, whether you like it or not, the unified profession—local, state, and national—is a political entity or group of entities. The only way to change political entities is by political action. How did we get the budget of the NEA so strongly oriented toward teacher welfare during the last 5 to 10 years? Because someone got in and pitched politically. You may say that there are not many of us here in this conference. I know there are not, and the ones are not here whose souls ought to be saved. My Methodist preacher father always used to say, "I don't know how I'm going to get the people into the church that I ought to be preaching to. The people who are coming are those whose souls are already saved." By its very structure this conference does not include the people who need to be sold. But there are enough people here who, if they really started out to do it, in the next year or two could turn professional associations in this country upside down in terms of interest.

There is a tendency in any political entity for the persons who are sympathetic with the emphasis of the moment to run for office. So I think probably the greatest single source of candidates for the presidency of the local association has been the chairman of the salary committee. That may not be true in your associa-

tions, because it's obvious that here today are people who have been sold for quite a while on the importance of instruction. But taken all over the country, the way to get prominence in your local association is to be a good chairman of the salary committee. After that, everybody knows you; you can get elected to anything—the state representative assembly or state board of directors. We must get the climate changed to the point where there is another way to become prominent in association activities; namely, to show leadership in the fields of professional work, notably instructional improvement.

So my challenge to you, I believe, is to go to work not just at doing what we have been doing, even though that has to be continued by someone. Work at the NEA level, for instance. Work to get state associations started where nothing is happening in the professional development area. I've been involved in the evaluation of perhaps 25 or 30 of our state associations, and I know that there are many which have really no significant instructional program except an occasional good teaching conference. There is nobody to send out to a local chapter, and the local needs help in negotiating the problems which are essentially curricular or instructional. The state associations ought to have such staff consultants. It was suggested last night that one of the best contributions the NEA could make was to promote activity in those states where no emphasis has been given to this. Also, that some emphasis should be given to programs in which personnel in NEA, ready to go ahead, can be supplemented in the field by more and more staff from state budgets.

Then there is the matter of political activity. It will have to begin at the local level. Perhaps it is too late to start something for the next NEA convention. Some persons last night thought it was not too late. I know some of you know how it gets done, and you're going to have to do it. I have chosen to talk about this political effort rather than about some of the details of the programs enunciated by you earlier. We're going to have to do something to get more prestige, to get more visibility for the people who are at work in this field. I think you folks want to do it.

I think, too, that in addition to assistance from the state and national level, the associations here which already have made a start and have gone a long way in this very new program can be of great assistance in working with smaller associations in your vicinity. I know some of you are doing it now. So continue to spread the gospel by going out and saying, "See what we did? Now maybe some of this you can use."

Then, of course, we must all take advantage of everything we have learned here, to perfect what we're doing and broaden it, to keep it sound, to give it legitimacy, and, above all, to be true to it. Enthusiasm is the most contagious aspect of personality. When you get up and talk about what the association ought to be able to do in the area of improving instruction, smile about it; think

about the fact that your face ought literally to shine when you talk about it. When you feel that way about it, others will too.

There is a significance that seems to me almost obvious in the fact that as we have listened to various associations telling us what they have done, always there were one or two or three people who had had the dream. One, two, or three people who had had the dream—sometimes just one—were able to carry along with them an association of maybe a thousand members, if they genuinely had the enthusiasm. So I don't want to sell short what you 50 people can do.

I am assuming that this conference will be followed by others, maybe some regional ones, where even more people can be involved who are already active, and where we can begin to reach those who aren't active, people who can catch the enthusiasm from those who are.

I want to close merely by offering my thanks for your giving an old chap on the sidelines a chance to sit in, to be enthused again and be inspired by a meeting like this, to hear and know what you're doing and what you're going to do. Thank you very much.

THE IOWA STATE INSTRUCTIONAL IMPROVEMENT PROJECT*

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From the questions that were sent out prior to this conference, it was apparent that we in the Iowa State Education Association and its Iowa Association of Classroom Teachers had already begun to work on the goal of professional association involvement in curriculum and instruction improvement. Going back about two years, we started with the concept that the Iowa State Education Association and the IACT Department existed essentially for two reasons: (a) for the well-being of the membership and (b) for the improvement of instruction. In searching for our own identity and in looking at what could be done and what was being done by the association already, it was obvious that not much was being accomplished in the area of instructional change at the state level. The executive committee of the state association and our classroom teachers group decided to move into the area of improving instruction.

We had very little to go on. We asked ourselves the questions that most people would ask, and the kind that you asked in

* Text is condensed from the original longer address.

preparation for this conference. What does the state association do? What is its logical role? How does it begin? We decided that probably the best thing to do for one year was to design a broad spectrum of activities, none of which we had tried before. We would test these activities with our members to find out essentially what kinds of programs they would be interested in and find helpful, programs from which they could get something usable.

Exploring Needs

Throughout the 1968-69 school year we did a variety of things. We held conferences on curriculum, conferences on interaction analysis. We held workshops where we brought in specialists and workshops where we brought in teachers who were doing unusual things. We held contests; we had fairs; we gave trophies; we gave money prizes. We went into some schools and worked on in-depth programs.

At the end of that time we began to make assessments. We asked what kinds of information do not particularly interest teachers or "turn them on"? What kinds are they getting already from somebody else? We had asked them at the various programs: What kinds of skills do you need? What kinds of skills aren't you getting? What kinds of skills can your school district provide? What kinds of skills and services can your state association provide? What kinds of workshops, training sessions, or conferences work better than others?

Out of this initial group of questions came some answers. First of all, teachers said, "We need information about innovative programs going on in other schools. We don't want theory. We need illustrations of programs—how they work, how they got started, where we can see them, whom we can write to." Secondly, "We would like to have help in the area of skill development, help in turning theory into some kind of package. What is a good model? What are some strategies?" Then we found that many were interested in how to look at their own programs. "Are we doing the right thing, or are we not? What are the weaknesses and strengths of our program?"

It is easy enough to tell a group of teachers about some innovative program. But we know that the big roadblock to change usually stems from the attitude, "We are doing all right now." How do you get people to look at what they are doing now and decide to change? If we see that some changes need to be made, what produces change? How can teachers themselves actually initiate change, and what steps will lead to change? So, we association people set ourselves the task of learning what we could do to affect teacher attitudes and make them want to take part in developing change.

Although it is easy to say the association should be a change agent, most teachers do not recognize the association in that role,

so little has been done in the past. Some do not feel the association should play that role. Nevertheless, teachers, in their day-to-day tasks in the school district, have to work through the local association. Finally, the local association must be the implement at the "moment of truth" to carry out programs, to negotiate for adoption of innovations, or to do whatever the task may be. We will have to develop in local associations the attitude and ability to accept this responsibility, while at the same time we are finding ways in which the state association can help them.

Based on our analysis, we set out to develop three priority areas: readiness, legitimacy, and credibility. We felt these must be developed fully.

Association Readiness

As our first priority we designed and presented "informational" programs, although we did not label them as such. We called them "turn on" programs to get people excited, to affect their attitudes. These were designed to let people know what is going on, to give them data and information, to make them look at what they are doing to cause change.

Along with this, we said that at the same time we are getting teachers to look at what they are doing and attitudinally accept responsibility for initiating change, they are also going to have to "beef up" their local associations to the point where these can carry on needed action. And let's face it, it is a rare exception when you find a state association (and this is true of the national as well) that has *enough staff and money to give direct service* to every local association. In our Iowa instructional improvement services, we cannot even begin to work all the time with all the teachers in all the school districts. The local association will have to develop in the area of instructional improvement as viable a program as it has in the areas of teacher rights, welfare benefits, and salaries. Otherwise, instructional improvement is going to remain a kind of "foster child."

The Problem of Legitimacy

It has become apparent to us—and I think you have found this out also—that a big task is to establish the legitimacy of the association's involvement in instructional improvement. We found, right away, that many people in what we call the traditional power structure or in authority positions in education (school boards, superintendents, professors) take a negative view of association involvement in improving instruction. These people are not opposed to the concept of instructional improvement, as long as they are directing it or it is substantially under their control. But under that condition, the local association becomes just a tool for the school board or other traditional authority to use. When the association goes out on its own and says, "We want to come in

here; we have surveyed the members, and they have these needs; we want to design the program; we'll cooperate, but we want to run this project," then the balking occurs!

I can illustrate this by citing our proposal to run a seminar through a college during the year for credit and to staff it with our own appointees, perhaps including college professors. The response from the dean was, "We have standards to maintain, and we don't know whether you will bring in qualified people." Or we go into a school district and say, "We would like to have a meeting to plan this program for the teachers." Then we show up. Nobody is there from the local association, but the superintendent or his assistant is there—maybe a board member, maybe a principal. We ask, "Where is the association president? Where is the TEPS Committee?" Then comes the typical answer, "Well, traditionally they don't get involved in this." Then we have to explain to them that this is an association program, and we must have our members here if we are going to be a part of it.

This question of legitimacy, of the right to be involved on our terms, is a big problem. We have tried to handle it by taking the attitude that unless a local association takes the initiative, or unless the association is involved in a collaborative relationship, we will not join the program. We feel the way to establish our legitimacy is, hopefully, to put on a number of programs that are not designed to take place in a particular school district. We largely are setting up service labs, some workshops, some seminars. We are working through a number of cooperative universities. We are trying to build acceptance, a reputation, trying to see that changed people go back to their districts from these projects. The colleges are good feedback for us; they say, "You know that bunch of radicals from Des Moines—that Association—they actually can do something worthwhile."

Last week I signed a Title V contract with five school districts. A year ago I sent out a questionnaire to school administrators, asking, "On a school day, will you release your staff to go to a workshop?" At that time one of the five superintendents who last week signed the Title V contract replied, "Only if the program is approved by the Iowa Association of School Administrators." Now that same superintendent is sitting down with four others and turning over $2,000 to us to put on a day-long program for the teachers in the five districts. That is what I mean by legitimacy.

Some Basic Policies

In designing our improvement of instruction project, we followed the guidelines which I am showing you. We said, first of all, the *programs must be directed by the association;* we will not go in as a supportive group. We are an outside system, paralleling the school district inside system, and we will work in a parallel way. We will collaborate, but we will not work simply as a support system.

Secondly, we put *strong emphasis on personnel development.* The way to get improvement—to get change—is to take people we have, work with them, develop them, and focus everything we do on personnel. After all, these are the same personnel who are our members, those we go to see when they are disturbed. So, we are there to help these persons with their own development.

The same principle governs our policy with respect to participants. Our programs are designed in such a way that all the people are involved with them. We operate on the theory that we have to have total involvement of the staff before we can initiate development or produce change. We do not go in and work with "the hierarchy," or with one group per se, but only with a total staff. We also say that change does not come about through information alone. We can send in loads of data, but only through personnel participation can we work on skill areas and develop new attitudes. We say that in all our programs we will use the resources of the united profession, and we have done so this year; e.g., CSI, ACT, and others—colleges, universities, regional labs, etc. We have a total program.

The Problem of Credibility

Another problem we faced in implementing the project was the question of credibility. While the matter of legitimacy deals with the attitudes of traditional authority toward us, the question of credibility is a matter of keeping sight of our own members. How long are they going to support association activities; how are they going to react to the various programs? We have to come up with a credible program—one they are not going to see as just another project with some speakers or some theorists urging them on to greater things. We have to deal with what we call "teachers lounge" credibility.

The chief way we attempt to handle this problem is by the way we staff the programs. The program is practical rather than theoretical. That is where we feel our program is at its best. As far as we are concerned, the most credible group of people to staff a project is teachers themselves. So we invited and initiated 20 people to be members of 5 teams for projects. These were the kinds of people we looked for: They can relate well to others; they have good personalities; they talk well and present well; they are the exciting kind of people who really throw everything into the project. We also looked for persons who were association-oriented, because one of the overriding assumptions has been that we must look at instructional improvement as another field service activity, another field responsibility. It cannot be lifted above the reality of dealing with the practical situation in school districts. With teachers as they are and school politics as it is, we wanted people who are association-oriented. Also, they had to be people with good teaching experience. We found 20 such individuals.

Once they were selected, we dropped these teachers into a three-and-a-half week training lab under hired sensitivity trainers. The focus was on two things: developing consultants and developing them into teams—team building and consulting. At the end of the lab, each one went into his team, identified with the kinds of subjects and specialties with which he would work. We then sent the teachers home but brought them back a month later for a two-day workshop. Here they actually began to coordinate what each one was going to do within each of the five teams. Finally, after we had so trained them in these skills, we put them into the various programs we have going on. Having done that, we then designed the programs.

Supplemental Staffing

One other area deserves comment—supplemental staffing. What happens when you need a staff person or someone with a particular kind of skill, and the association members cannot provide that skill? We face this problem realistically. Our team members are fine for working with people any time the program involves groups of 20 or 30, and in some cases as many as 600 at a time. The relationship is good, for we can say, "Here is a real live teacher who does this every day. You can do it, too." But there are tasks that require someone else with other skills.

What we have done in designing every project is to identify categories. An analysis is made: Here are the tasks for this program. Our team members can do these things, but these they cannot do. Then, and only then, do we hire somebody to do these specific things our team cannot. Such staff members are in and out as they are needed in the program. While they are in, they are under the direction of the association, even if it is a college program. We have hired quite a number of professors for specific purposes—to process things, for example, or interaction analysis. None of our people can do that, although we have sent three of them to get some training. Occasionally you need someone from NEA or from some regional lab. We have used people from the Midwest Regional Lab. So, when we need specialists, we go out and hire them.

Four Kinds of Programs

Basically we have four programs this year. The largest one is the *Mobile In-Service Training Lab*. It is a mass communication program with which we reach a large number of teachers. It was designed initially to "turn teachers on," to show the need to analyze what they are doing, to give them a perspective on the areas in which educational change might take place—such areas as new media, kinds of technology, differentiated scheduling, differentiated staffing, individualizing, evaluating. We have designed, within the mobile lab, a chance to choose from as many

as 20 different small presentations, ones to which teachers may go actually to see how some teacher is applying a particular innovation; for example, in kindergarten social studies or in tenth-grade humanities. The morning program is essentially a turn-on session to develop the need to analyze and know what we are doing.

The mobile lab is an all-day program, from 8 a.m. until 4 p.m. It is held during the week, usually on Fridays, and the teachers are given the day to attend it. We have toyed with the idea of holding them on Saturdays, but recalling what I said earlier about the problem of legitimacy, you will see that this can be solved in part by holding them during school time. If you hold them on Friday, what you are saying in effect is, "This is a legitimate part of the school program." The result has been good. We programed all of the mobile labs this year for 500 each. At most labs we have had 400 to 500 participants, and in some cases more than that many on a school day. Part of the legitimacy problem was solved also when the Department of Public Instruction issued a memo to all superintendents (at our request), saying that the mobile lab experience counts as a service day, that it meets all service requirements.

Second, for those who cannot get to the mobile labs and spend a whole day, we have a number of *Drive-In Teach-Ins* all over the state. This is a condensed version of the mobile lab held in the evening for three hours. They are similar to the mobile labs, but I will not take time to go into detail about them.

Third, we have had, at a few colleges in Iowa, a year-long *Seminar*. It is different from a college course because it does not meet regularly with textbooks, etc. We try to bring 30, 40, 50 people together. The first couple of sessions we just explore: What do they want to do? What do they want to talk about? When we find out, we just work out a schedule, hire people or bring in our own staff (e.g., if they want to talk about negotiations pertaining to their own curriculum). We can draw out the seminar all through the year by meeting when convenient. We have arranged three hours of graduate credit at two different centers for these kinds of programs, and they have worked well. The state association can manage them. Our primary role is a coordinating one—deciding who is to staff it and so on.

The fourth program we have for this year will be our *Summer Workshop*. I feel that this workshop is probably the most satisfying event of the year. We go to Iowa State University, and they have been very cooperative. Graduate credit is given—either two or three hours of credit. The amount depends on how long a person wants to stay on independent study, either on campus or additionally at home. We also conduct a program where we work with teachers on how to develop a learning package. We use our own team people to be the primary staff. But to assist in diagnosing and outlining various steps in the development of the learning package, we need a person who is an expert in the appli-

cation of systematic techniques in educational planning. So we have gone to Los Angeles to hire a professor who has a great deal of talent in this area. Also, we need someone to give data input to these people. We get the specialists who can do that. We hire these people for these specific tasks, and they are going to come in and work with our teachers in a week-long workshop which should culminate our project for this year.

The Year Ahead

Next year we are going to do basically the same things. But we are also in the process of forming consortia of schools which will work together. We will take the products of research and development centers and apply them in those consortia. In one place we are going to be working on setting up performance criteria for instruction. In another place we are going to go into an interaction analysis project for improving instruction. But, in no case, are we really going to develop something new in content or substance. We are not going in to develop creative programs. In all cases, we are applying something that already has been developed or has been done. This will be the one area that hopefully will begin to get us deeper, beyond the informational level.

Next year, too, we hope to do more with local associations. This year we have worked with some of them, but have done nothing that I will now take time to record.

In conclusion, I can tell you a few of the outcomes we have seen. One of the big things is more money for instructional improvement. Our Delegate Assembly this year unanimously approved the project's entire budget. We see that as one sign of acceptance. The colleges, superintendents, and the principals' groups have approached us to collaborate, to achieve some things together. They have seen things happening and want to take part. We have had a flood of visitations into the classrooms of our participants, so it seems that people have been turned on by our programs.

Let me point out again that at no time was a goal for this project actually to bring about innovation. It is not that we did not want it to happen, but we feel that we have no control over the implementation of innovation. So we cannot set that as a goal. We can turn people on, get them excited, get them knowledgeable. But unless you go into a district and work there, implementation becomes the responsibility of the local. So I cannot tell you that "X number of schools have done these things because of the program." We have no way of knowing. Until we get the locals well developed, I do not think we will.

We did give inventory questionnaires to everybody who attended any workshop, asking them to agree, partially agree, or disagree with a list of 10 statements. They filled out the questionnaires at the start and end of each program. We are still sum-

marizing the data to see to what extent people are becoming more willing to do certain things and to try. So far, on a scale of nine, most of the individual changes fall within a range of one or two degrees, but many have changed their focus. We will not finish the analysis until midsummer.

The only other thing I want to say about this project is that many of our initial hypotheses as to what any state association can do about instruction have been borne out. I think there is great danger of becoming overextended. That can easily happen to a state or national association. It needs to be guarded against. Another great danger that we have seen almost occur is that other groups outside the association will try to dominate what the association does. I think that whatever the association undertakes must remain within the association's program. You have to guard against encroachment all the time, or you can easily find yourself being directed by somebody else.

And one final thing, which deals with the questions of both legitimacy and credibility—*the programs have to be good!* There are no two ways about it. In terms of feedback we seem to have been reasonably successful. That is essentially our story.

LOCAL-STATE-NATIONAL RELATIONSHIPS

An Interface Session

Donald J. Murray
Assistant Executive Secretary
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For this interchange the conferees were divided into discussion groups: two local, one state, and one national. They were provided with three questions to be answered individually on cards and then discussed within the respective groups until a consensus was reached. The consensus was recorded on newsprint and reported to the overall group for discussion, as follows:

Question 1. If I could be granted one wish, realize the fulfillment of one hope or goal or personal expectation for myself at this conference—one thing I hope to get here and take back home with me—IT WOULD BE . . . ? The groups reported consensus on the following wishes as priorities:

Local Groups: (Group 1) To find a legitimate role for a local association in the improvement of instruction. (Group 2) A way to get acceptance for the basic idea: the power of organized teachers to effect change.

State Group: To get associations to move in the direction of improvement of instruction as a first priority.

NEA Group: To identify goals, purposes, and procedures and gain commitment to bring about instructional change through association activity at all levels of a united teaching profession.

Question 2. When thinking of improvement of instruction projects in the context of being joint, cooperative, collaborative efforts of associations at the local, state, and national levels, along with school districts, institutions of higher learning, regional laboratories, etc., what one unique role, resource, power, or ability do you think your association has to contribute that the other groups lack?

The group replies were as follows:

Local Groups: (Group 1) Front-line experience to improve talent, creativity, and knowledgeability of elements to meet the needs of individuals. (Group 2) Organized knowledgeable skills.

State Group: Leadership to stimulate and coordinate local activity through communication; also, acting as a "middleman" to facilitate whatever national and local associations have to offer each other.

Question 3. Thinking again of improvement of instruction projects in a collaborative frame, think of the other two groups and the resources they have that your association needs in order to successfully plan and conduct an improvement of instruction project. NAME THE GROUP YOU NEED *MOST*. NAME THE RESOURCE THEY HAVE THAT YOU NEED.

In essence, the group reports were as follows:

Local Groups: (Group 1) We need control from both levels. We need support—moral and otherwise. We need communication and dissemination of information and practices, knowledge of what is available. (Frequently, we do and redo work which, if we but knew about it, we wouldn't have to do.) We need research and evaluation of what we are doing. We need the data that is collected and new procedures suggested. We need training from state and national. Finally, we need the leadership of people who are student-centered to coordinate all of these things. (Group 2) We need your expertise.

State Group: We concentrated on the local position. The local provides the people who identify needs. It provides, in addition, the necessary interest, power, ability, and intimate perspective on learning needs. In other words, our locals are our people—our most important people.

NEA Group: Our interpretation was that we were supposed to choose one group or the other and focus on its resources, so we decided that we needed local associations more because they are in the arena where the problems exist and where solutions must be found and tested.

The discussion which followed reemphasized the major role which the local association must play in effective association effort for instructional improvement.

There were criticisms, quite candid and sometimes sharp, about what has not yet been done by professional associations in this area. The comment, "What most state associations have at this time, locals don't need!" was broadened to say, in effect: "What resources and services any one of us has now are not too helpful."

This led to a discussion of the present attitudes and perspectives of association leaders—the characteristic preoccupation with welfare programs—and the prevailing "starvation budgets" for instructional improvement in associations at all levels. One conferee stressed that we must develop meaningful program plans if we expect budget increases.

A discussion on strategy followed, in which it was pointed out that associations are political entities moved by political processes. Attention was called to the fact that urban leaders, by united action, had successfully influenced the NEA budget for things they wanted. A state leader suggested that this group could provide a corps of people at NEA conventions powerful enough to assure increased funds for instruction in future NEA budgets.

One conferee said that the Center for the Study of Instruction should be abolished because it is not *study* of instruction, but *action* which is needed. Another said that perhaps the problem is that we have looked to our professional organizations too exclusively as research bodies; that we are coming to understand that research alone will not solve our problems; and that professional staff in the instructional area must now become tacticians and implementers as well. Another conferee stated that his association's instructional unit is directly an outgrowth of stimulation, guidance, and support coming from PD & IS and a staff member gave high praise to the stimulation, leadership, and resource help of CSI with his own state program. Said another," What we need to do is eliminate, not CSI, but our duplication and dispersion of effort." It was suggested that we need to break down the walls of several hundred little empires in local, state, and national and get together in one big thrust.

The work of some of the regional educational centers was mentioned as a resource which is valuable for dissemination to teachers and which should not be overlooked by associations.

Briefly mentioned was the problem of the upward mobility of leaders—successful local leaders are siphoned off by state or national associations, and many skillful state leaders move to NEA staff positions or perhaps into university positions.

The student representative at the conference stated that his invitation was only an afterthought and expressed the hope that, in the future, specific plans would be made for the participation of an adequate representative group of SNEA leaders. There was general approval for student involvement in local, state, and national program planning.

The difference between the problems of curriculum development, on the one hand, and the removal of barriers and restrictions

to quality instruction, on the other, was pointed out. Steps that can be taken to relieve the classroom teacher's problems of overcrowding, too many preparations per day and no time to do them, improper assignment, and disruptive children are not curricular, but may be vital factors in achieving quality teaching. The recommendation was made that we be sure to think broadly of *both* curriculum development *and* instructional improvement.

Again the discussion turned to the importance of getting instruction-oriented people to NEA conferences and conventions—to begin to influence national association policies and programs. "National staff should be thrilled that we're asking for leadership in this area. I hope the message doesn't get lost."

Evidences of change in attitude were cited; for example of a former urban leader who had said, "We don't need that instructional hocus-pocus," but today, as a state association president, is giving priority to instructional improvement. A growing change in this direction was predicted.

Concern was expressed that associations keep the focus of attention on a genuine student-centered desire to improve instruction—not on a program just to "polish the image" or to apologize for the emphasis on welfare programs.

Attention was directed to recent national proposals to spend, by 1980, from 4 to 6 percent of the educational dollar on research and development activities. It was recommended that the profession, chiefly through NEA, make sure that it captures and makes use of these brain trust funds, lest they go exclusively to corporations and agencies outside of education.

The final comment urged NEA to continue to strengthen its own program in curriculum and instruction and professional development and to seek out the best practices in local associations across the country and ensure their wide dissemination so that other associations in turn may be strengthened by their application or adaptation.

PART II
Local Association Projects in Instruction

This section might be entitled "What They Taught Us," for it consists of an abbreviated account of the successful projects of four associations and an analysis of their implications.

The following is a summary of the conclusions of the analysts and the reports of the conferees during the afternoon sharing session conducted by Harold Wigren and based on the four morning discussion groups which were led by the selected local associations. The summary is organized, as was the sharing session, under five topical headings suggesting major areas of concern for establishing and maintaining a local program for improving instruction.

ANALYSES OF PURPOSES, INITIATION, PROCEDURES, RESOURCES, AND PROJECT EVALUATION

Purposes

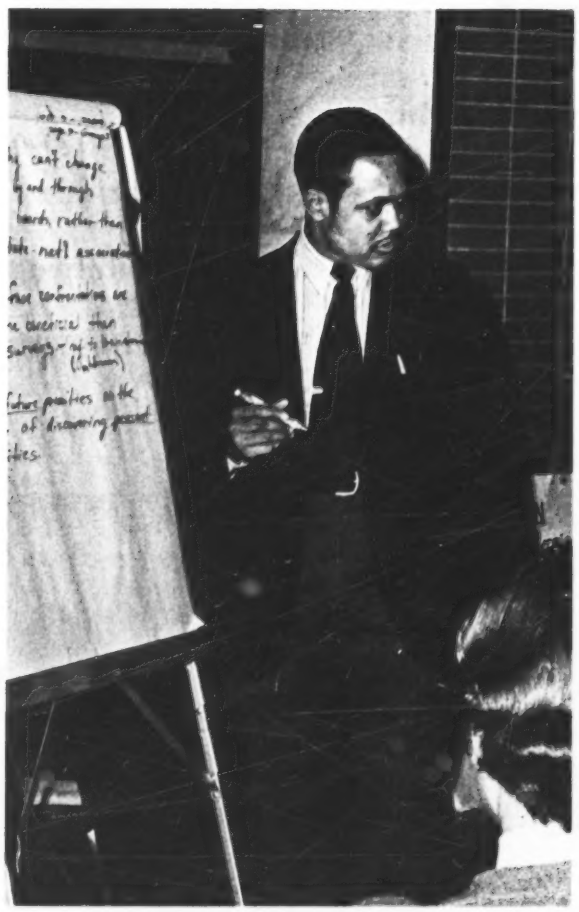
From the discussions of projects for instructional improvement at least two kinds of purposes were identified: *instructional* and *organizational*. It is obvious that the two are not always separate nor mutually exclusive, because a viable instructional improvement project strengthens the association, and, in turn, an active, mature association advances teaching and learning.

Six *instructional* purposes of significance:

1. To respond to the recognized instructional problems and needs of teachers, students, and/or community.
2. To define and articulate instructional problems of greatest urgency.
3. To develop effective processes or systems for modifying behavior, initiating changes, converting theory into practice.
4. To develop improved materials and/or evaluate effectiveness of materials for instructional use.
5. To increase the competency of the members and enhance their effectiveness in the classroom.
6. To decide, negotiate, and implement solutions to instructional problems.

Significant *organizational* purposes:

1. To put the association "on the ground floor" for decision making and release the organized teachers' potential for action or influence in the area of curriculum development and instructional improvement.
2. To strengthen the association by broadening its sphere of influence and more clearly defining its legitimate role in instructional as well as salary and welfare benefits.
3. To establish the credibility of the association as an appropriate agency for change and development in teaching and personnel development.
4. To provide the opportunity for association members to improve their ability to make sound professional judgments. To establish a channel for professional self-determination.



Conferees in Sharing Sessions To Develop Recommendations for the Improvement of Instruction by Associations.

5. To encourage membership and more active participation of all facets of the teaching profession genuinely interested in improving their own skills and providing better learning opportunities for students.

Initiation

Some of the important procedural steps often used in getting started include the following:

1. Motivation of members through open hearings where everyone is invited to share in the discussion.
2. Brainstorming sessions within the association.
3. Identification of problems and needs by active inquiry of association members. (Waiting for problems to appear because of outside pressure seems undesirable; the association should take the *initiative* rather than react to outside pressures.)
4. Unlimited, unrestricted collaboration among association members and with other persons or organizations concerned. (If an association does not have the understanding and/or active participation of its own members, other personnel in the school district, or community sources, it has the responsibility either to find or create ways of reaching them.)
5. Securing the right of the association to help produce changes in teaching and learning, including the right to negotiate issues in curriculum and instruction.
6. Establishment of priorities among possible tasks. (How does an association go about establishing priorities? To what extent should priorities be determined by the association—to what extent by the board? When an association is interested in setting priorities which it believes are valid, planning with and getting the backing and support of various community groups often are essential in getting board acceptance and approval of them.)

Procedures

This summary lists processes and procedures in general categories, although it is recognized that many of them are interrelated. No priority is intended.

1. The association must be able to identify and be courageous enough to name the blocks that stand in its way—both to its own members and to the public—and to direct attention to what the blocking individuals or groups really stand for. Common obstacles are—
   - Attitudes of the board of education and the superintendent and his administrative staff concerning their traditional prerogatives.
   - Teacher attitudes, such as undue dependence upon "authorities," vested interest in the status quo, inability to differentiate between professional association role and board employee role, and rigid adherence to traditional ways of doing things.

- Programs imposed without a broad base of teacher involvement.
- State departments of education, either in terms of personnel, regulations, or traditional practices.
- State and/or national legislation, by requirement or implication.
- The tendency of teacher training institutions to train conventional or traditional types of educators who go into the field with the attitudes referred to above.
- Various interest groups, and the list could be long, any of which, independently or collectively, may become formidable blocks to effective association work that looks to meaningful or permanent change.
- Restriction of time and limitation of funds.
- Exclusive focus of association leaders on welfare and political issues.
- Domination or tendency to "exclusive ownership" by a few persons.
- Lack of continuous and meaningful communication to and from the membership.
- Changes of leadership in the association.

2. The association must establish some kind of significant professional voice to counteract these blocks, usually through negotiation. Without official acceptance of the fact by the board and administration that teachers through their association may participate actively in decision making in the area of instruction, there is no assurance that the work they do will not end up in some "circular file."

3. The association must get commitment to its program by its members. It cannot work effectively without unified support and commitment.

4. Since the ideal is some level of involvement of all teachers, the association must strive for maximum participation. Try to broaden the perspective of "one-issue" teachers, who are only interested in one litle problem annoying them at the moment, and who will frequently vote against any other improvement. Such an attitude fragments association power and lessens the chances of success.

5. The association must recognize the need to collaborate with outside groups. Even the groups regarded as completely noneducational may have significant influence on what is done to bring about change.

6. Enabling legislation at all levels of government still is needed to assure professional freedom and self-direction. Obviously, this includes legislation assuring the right of associations to negotiate when necessary. (One participant commenting on this point said: "We want to make sure that the legislation is non-punitive and that it is, in fact, enabling legislation—not legislation of 'no-no-no' but legislation for 'go-go-go'.")

7. Positive factors must be emphasized since they are important "facilitators." Where they do not exist, they may become initial goals. Some of these are—

- Concern for quality education and a recognition of local instructional needs.
- Realization of teachers' rights and responsibilities and the use of good negotiation processes as a source of power through the professional association.
- Salaries, personnel policies, and working conditions which promote quality instruction.
- The resources available to local associations from their state and national associations.
- Identification and training of effective local leaders, according to the recognized needs, including training in communication and interaction skills.
- A clear definition of the role of the association in relation to the school district; good communication between the two and with the school board and the community.
- Competent association staff and internal organization of leadership and responsibility which recognizes the interests and talents of the individual in other areas as well as in politics.
- Open system with high level of trust among members so that successful practices tend to "snowball" and appear in other classrooms and other schools.
- Established image as an association with vitality, credibility, and power.
- Sufficient released time for essential work on association-sponsored projects for instruction and a realistic time schedule for projects.
- Provision of opportunities for some early successes is important, with appropriate recognition and reward for successful achievement, to encourage the group to go on to other things.
- The broadest possible participation of staff at some level of involvement.

Obviously, not all of these conditions do, nor do they need to, coexist; but each additional one increases the likelihood of a successful undertaking.

Resources

The summary, with respect to resources, deals with three types: manpower, materials, and money. Each is presented here in turn.

Basic to the manpower problem is the fact that before committing, we ought to identify what skills and qualities will be needed. With this in mind, some additional generalizations can be made:

1. Try to generate involvement of *new* manpower in addition to that which is known and dependable—"activate the inactive" as much as possible.

2. If necessary, in doing the above, needle the inactive a little to get their attention. "Nothing is more effective than outrage at first." Then, when you get attention, try to generate enthusiasm and harness the energy.

3. Each association must accept responsibility for its own program. State and national field staff and other specialists and consultants should be utilized, but they must not be expected to write local programs or to bring them in prefabricated. The local association should have full charge of its program, tailoring it to meet local needs.

4. The program should create a feeling of professional accountability. The pseudo-involvement often represented by the work of teachers on staff curriculum committees in the past must be replaced by the genuine involvement which participation through association channels can provide.

5. Involve all groups within the community as resources—organizations, parents, outstanding individuals, students.

Resources in the form of *materials* will include—

1. Educational media—projected materials, video and audio tape recorders, radio and closed circuit TV, newspapers, etc.

2. Professional relations consultant assistance. (Some associations have their own P/R staff personnel. Others retain the service of a P/R firm as needed at less cost than for a P/R staff member.)

3. Input from persons not directly and regularly involved in the program. (Through surveys and other processes such input can often be obtained and used to advantage.)

4. Physical materials of various kinds.

5. Materials that will "keep the troops refreshed, refueled." (Effective communications materials, such as appealing memos, newsletters, bulletin boards.)

6. Materials borrowed from other associations working on similar programs. (And do not forget to share with them in return.)

7. Research data, especially from state and national associations, and a good professional library.

8. Association conferences, workshops, seminars, in-service training activities of all types.

Some of the significant generalizations concerning money are the following:

1. Costs should be closely identified as belonging to the association or belonging to the board. (For example, an association workshop may require total or majority financing by the association. On the other hand, an extensive program to produce curriculum change which costs $60,000 to $70,000 closely is the responsibility of the district or might be financed by a special grant, but not by members' dues.)

2. Many state and national association services are available to local associations *at no additional cost*. (That is one of the reasons for state and national dues.)

3. An association, at times, can find some funds for the support of an important item by "rendering surplus fat out of the local budget," but *instruction should be included as an integral part of the association budget.*

4. Financial aid is sometimes available from business, industry, foundations, or other outside sources.

5. "Lack of money" must not be used as an excuse for doing nothing. (When that excuse is given, it is usually not the real one.)

6. Never hesitate to challenge so-called sacred cows either in education or in association finance. (Ultimately you may have to accept the situation, but allow no roadblock to stand unchallenged.)

Evaluation

Three general areas are covered in this summary: (a) evaluative criteria for an association program, (b) processes used in evaluation, and (c) additional procedures that *might* be used. First, the following *evaluative criteria* have been identified:

1. The association should know what it wants to accomplish by any given activity and preferably have written objectives.

2. The instructional projects should have broad involvement of members and, whenever possible, include students and board and community members.

3. A professional community of interest should be cultivated, and continuous communication should be established and maintained as an activity progresses not only among those directly involved, but to and from the total membership.

4. Appropriate decision-making roles for the association in the areas of instruction should be established and maintained.

5. Associations should operate from a base of power.

6. Appropriate evaluation systems should be built into the program from the beginning.

The evaluative *processes* included here were derived from the conference reports and from the conferees' experiences with other local instructional projects:

1. Calling in outside resources, independent agencies to evaluate the program. (External evaluators)

2. The survey technique—written and oral.

3. Discussions. (There were formal discussions; for example, the planned interview with predetermined questions and definite criteria for the response, wherein staff personnel are asked specific questions. There were informal round table discussions where things were simply "hashed out.")

4. The test-retest procedure, especially to evaluate changes in the skills or achievements of students.

5. Assessment of community reaction as derived from various procedures. (Study of newspaper stories, community forums, TV panels, open school events, home coffee hours.)

6. Various provisions for feedback from association members, combined with effective two-way communication. (This may lead to substantive reports as to what has been accomplished and indicate what needs to be negotiated next.)

7. Procedural feedback—what was done; how; what will be done next; what might be done. (This instructional conference is, among other things, a device for procedural feedback.)

8. The NEA Research Division will assist an association in preparing an evaluation instrument if furnished the purposes or criteria on which to base the evaluation.

Other *evaluative processes* that might be used in the evaluation of certain instructional programs would include—

1. Assessment of attitudinal changes on the part of students and/or teachers—perhaps using the test-retest procedure.

2. Assessment of changes in the attitudes of teachers toward the school board, the association, students, other teachers, the administration.

3. Extent of change that can be demonstrated in the teacher's self-concept.

4. Audio- or video-tape recording of "before and after," whenever appropriate.

5. Teacher exchange as a procedure in evaluation. The teacher from outside may have more objective opinions about a program than one directly involved in it.

6. When a project is proposed, it is usually important to build in from the start a blueprint for evaluating the project, so that there can be constant feedback during the process and changes made in time, rather than waiting until the end.

IN-SERVICE EDUCATION

The Scarsdale Experience

Mrs. Doris Breslow, chairman of the Scarsdale Teachers Institute; Dr. Vincent Dempsey, chairman of the Accreditation Committee; and Albert Pasternak, president of the Scarsdale Teachers Association, reported on their "brainchild," which as an association project has become effective for in-service education and for community involvement as well.

Focus

The purpose of this program is to improve instruction through an association-operated Teachers Institute—a series of in-service courses planned by *and for* the teachers. The courses, varying in

length, carry no *college* credit and may or may not, be approved by the board of education for salary credit purposes. Financial support comes from a lump sum appropriation from the board and the enrollment fees, $20 per course. About 250 of the district's 350 teachers have participated in the program, now nearing the end of its first academic year.

Why the Program

1. To provide teachers with continuing education, so that they are better able to deal with a rapidly changing and expanding world.
2. To demonstrate teacher interest in their own professional development as the basis of quality education.
3. To provide teachers with an avenue for self-directed activity.
4. To respond to the expressed needs of teachers in their own classroom situation.
5. To modify the image of the teachers association, regarded increasingly as an organization of radical militants.
6. To develop curriculum materials for system-wide use.
7. To provide teachers with learning experiences having a potential for transfer to the classroom.

How Launched

During the summer of 1968, three association leaders, including the Scarsdale Teachers Association president, envisioned such a program and developed the initial plan. Basic policies were included in the negotiation package and, with some reluctance, received board approval.

The executive board of the association created an Institute Committee—the three founders, plus one member from each of the district's seven schools. Course planning was begun on the first series—about half a dozen courses. Financial help was sought and obtained in matching amounts from NEA and the New York State Teachers Association to assure a "pilot" project. Then, the board appropriated $10,000 for instructors of Institute courses approved for salary credit. In 1969-70, the board appropriated the same amount for instructors and, in addition, agreed to pay the full salary of the Institute chairman (a teacher with half a teaching load who devotes the remainder of her time to administering the Institute).

Procedures

Control of the program is vested in the association's Institute Committee referred to above, responsible to the association through its executive board. In addition, there have been created: (a) an advisory committee of 24 prominent citizens which helps to refine course plans and (b) a supporting group of 40 citizens,

"Friends of the Institute." Liaison is maintained with the Parent-Teacher Association and with student leaders.

The Institute Committee selects a competent teacher to plan and coordinate the work in each course. The planner may also be the instructor for some, or all, of the sessions. Specialists from the community, or from some minority, are brought in when needed. Staff members are paid $30 per hour for teaching. Others get more, or less; some donate their services. Classes are scheduled for maximum convenience of the participants, typically once a week for about two hours. About 12 courses per year are offered, 5 or 6 each semester.

The Institute may offer *any* course, whether or not the board approves it for salary credit. Conversely, the board reserves the *right* to offer any kind of in-service opportunity it wishes.

Problems and Solutions

1. Initial reluctance on the part of the board to include this project in negotiation. (A sound plan and evidence that the association could, and would, proceed, irrespective of board action proved helpful, as did strong support from community leaders.)
2. Financing. (NEA-NYSTA assistance with the pilot project, enrollment fees for courses, and eventually school board participation solved the financial problem.)
3. Teacher time—tremendous amounts are required. (The solution was found by involving everyone from the very beginning, continuously communicating, providing courses that *do* meet interests and needs, and making maximum use of teachers as planners and instructors. The half-time service of the Institute chairman is a helpful factor.)
4. Vested interests of the administration and board. (The association demonstrated competence and professionalism, utilized communication, and arranged for some direct participation of administrators, as consultants.)
5. Vested interests of colleges and universities in the area, accustomed to offering the only available in-service courses. (Here again communication was a factor, and specialists from these institutions have been used in the course work from time to time.)
6. Approval of courses for salary credit. (More and more courses are receiving approval, but some which the Institute Committee feels should be approved still have not been approved.) Note: The leader of a course—the planner and coordinator—receives no salary credit; however, if he serves as instructor, he is paid for his services.
7. Maximum participation. (Enrollment of 250 of 350 teachers is a good percentage, but the Committee's goal is total involvement, so frequent communications and opportunities to suggest are maintained. The nominal enrollment fee is regarded as a help in retrieving teacher interest.)
8. No models to follow—the plan seems unique, thus far.

Evidences of Success

The feedback from teachers at the coffee hours before classes, in the teachers lounges, at association meetings, etc., seems to indicate changes in attitudes and considerable application of newly acquired information and skills. The association has a file of written reports submitted by some teachers on how they applied their course experiences. One group continued to meet and work on their own after the course was completed. The image of the association has improved in the community and with the board—negotiation on salary and welfare benefits is proceeding more smoothly. A favorable report on the program has been given by an outside agency from New York City. At the end of every course, each participant evaluates it. To be a course leader is becoming a "prestige factor."

DIFFERENTIATED STAFFING

The Racine Experience

The Racine Education Association has long participated in instructional organization in that school district, and accelerating educational change has resulted in ever-increasing involvement, according to James S. Clay, executive director, and Ben Ewers, president, who described the association's activities.

Focus

Differentiated staffing was introduced in Racine prior to 1960, and the association has worked assiduously to ensure orderly progress and the introduction of a variety of school organizational patterns to meet the changing needs of the community. Solution of some problems has also been attempted through ingenious application of the negotiated staffing ratio which permitted the introduction of new kinds of professionals and paraprofessionals. At the same time, appropriate attention has been given to developing means to secure recognition of the additional tasks and responsibilities which have devolved upon many of its members.

Why the Program

1. To get the association in on the "ground floor" in decision making.
2. To meet the expressed need for definition or redefinition of job assignments, especially for staff with extra duty assignments.
3. To foster interest in staff utilization, stimulated by local participation in state and national TEPS programs.

4. To introduce experiments in various schools—team teaching, teacher aides, modular scheduling—with resulting uncertainties and problems.

5. To extend association participation in decisions on staff utilization within the contract.

6. To help solve growing problems in the inner-city schools.

How Launched

In the 1967 negotiated agreement, provision was made for a *joint* Job Description Committee of six: director of personnel, director of instruction, superintendent of schools, and three association representatives. (This committee was continued in the 1969 agreement.) The committee developed a format for job descriptions and made a beginning on its task in response to several requests. It must prepare a written job description of any extra-pay or extra-duty position if a request comes from either the association, administration, or school board.

Association representatives have been designated for several staff committees, such as those concerned with staffing ratio, teacher orientation, selection of tests and materials, duties of specialists, and teacher evaluation.

The REA-TEPS Committee participated in studies suggested in the state and national TEPS materials.

Procedures

The association's Conference Committee is its combination welfare committee and negotiating team. Its 37-page negotiated contract of June 1969 continues one year at a time through August 25, unless amended or replaced through negotiation. This is a key committee.

The TEPS Committee moved into a special study of the work of teacher aides by direct observations and time-task inventories. Nearly all of its recommendations have been adopted as association policy by the Delegate Assembly and now become matters for negotiation. Currently, it is exploring the optimum arrangement for bringing teacher aides into REA as members, perhaps in a special class, and the extent to which REA is to be responsible for negotiating in their behalf.

The association is officially represented on many important staff committees, such as those noted above and including those on the twelve-month school, long-range building planning, programs for inner-city teachers, career opportunities program, pupil records and reports, and various course of study development committees. The Building Delegate in each school serves on that school's Committee on Optimum School Facilities.

The Joint Committee on Job Description continues its work.

Increased study and attention is being focused on the special staffing and instructional requirements of the inner-city schools, explored extensively in a 1967-68 special project, "In-Service

Program for Teachers New to the Inner City." The program originated less as a conventional in-service program than as a recruitment device to secure appropriately qualified and motivated teachers for inner-city schools. An association committee involved in the transfer of teachers to the inner city decided against arbitrary selection, made a survey of teachers already in the system, arranged for an in-service program underwritten with district funds to provide training and particularly to inform newcomers of the kinds of assistance they could secure and assure them of its availability. In addition, the committee obtained released time for six teachers to meet individually with likely candidates to discuss the prospects for a growth experience in the climate the association had helped to create. The program proved very successful, and the Racine reporters highly recommend this approach.

Problems and Progress

There were the usual problems of negotiation, financing, involvement, and communication.

Local leadership, paid staff, consultant, and other services from the state association and from NEA; generally good relationships between the local association and the administration and board; and large numbers of teachers willing and able to assume association responsibilities—all these have helped to move the program forward.

Evidences of Success

The number of association proposals that have been accepted in the negotiated contracts is one indication of success. Job descriptions are being produced and used. The recommended roles for professionals and paraprofessionals are influencing the decisions of staff and administration. (And incidentally, the *faculty* and principal of any school, subject only to the staffing ratio, are free to introduce team teaching, assign teacher aides, introduce modular scheduling, etc.) There is continuing interest in the problems of differentiated staffing.

CURRICULUM DEVELOPMENT

Two Projects in Curriculum Planning: Delano and Palos Verdes (California)

Because their projects in curriculum planning are generally similar, representatives of two associations, Mrs. Marian Lopez of

Delano Elementary Teachers Association and Jack Patterson and Al Smith of Palos Verdes Faculty Association, collaborated in a presentation of their plans which are here reviewed collectively. Informal contributions were also made during the presentation by representatives of other projects in the Field Studies Program of the Center for the Study of Instruction (CSI).

Focus

Both projects are focused on the development of effective ongoing processes to bring about curriculum change. The chief responsibility is carried by the Curriculum Council, a broadly representative group in which the local association is strongly and officially represented. Subcommittees, task forces, and special committees carry out assigned tasks.

Why the Program

1. To improve the current curriculum.
2. To develop plans and models that can be used in an ongoing program.
3. To bring about greater teacher involvement in curriculum development.
4. To develop a legitimate, accepted role for the local association in the area of instruction.

How Launched

Initial contacts were between the superintendent of schools and a representative of the NEA Center for the Study of Instruction, followed by discussions between the superintendent and the president of the local association. CSI based its approval on an association and administrative climate favorable toward (a) representative participation in decision making, (b) curriculum change, and (c) investment of district funds in a pilot field study for curriculum improvement.

Procedures

Following discussions between superintendent and association officers, the plan was confirmed by CSI and approved by the association membership. Then, by mutual agreement (CSI-administration-association), the Curriculum Council was set up to develop policies and generally supervise the project. The 36-member Palos Verdes committee is representative—administrators, resource specialists for each school level, and one teacher representative from each school elected by his professional colleagues. Decisions as to what is to be done and how funds are to be expended are made by the Curriculum Council.

As a further example of procedure, the Curriculum Council in Palos Verdes established five special committees which have

worked through the year. They were concerned with goals and objectives, articulation, communication, evaluation, and systematic curriculum development. The tasks of the first three are rather apparent from their names. The Evaluation Committee is concerned with a dual task: evaluation of educational programs and evaluation of pupil performance. The Curriculum Development Committee is at work on an acceptable "framework that identifies the numerous components of a curriculum enterprise and indicates the relationships of these components, plus how they can be made relevant, efficient, and meaningful." As a step in the development of a "model," the Committee produced a rationale for a systematic plan and applied it in the district's fall in-service workshop on reading instruction.

There is released time, in addition to committee work done on out-of-school time—evenings, weekends, and during vacation periods.

Problems and Solutions

1. The fact that the program *originated* outside the association and was brought to it with a request for participation, rather than being association-initiated. (Communication, involvement, and good results are helping to establish credibility and reduce skepticism.)
2. Almost all funds for the project are nonassociation funds supplied by the district. For example, in Palos Verdes, the association contributes $500; the board, $15,000. This affects the program and the image of the association's role. (Good relationships have diminished but not eliminated this problem.)
3. Maintaining the *association's image as the important channel* for teacher participation rather than participation as an employee of the school district. (Communication and interpretation are essential. Participation of state and national association personnel helps to strengthen the local association image.)
4. Not enough provision for face-to-face discussion and feedback from teachers other than those directly involved in the project. (Councils are working on plans to increase them.)

Evidences of Success

Preliminary evaluations and tentative conclusions are available. Association leaders believe that improved teaching has occurred in many instances. Teacher interest and involvement seems to be growing. In Schenectady, another CSI Field Studies site, the association now has a negotiated agreement and henceforth will be involved in curriculum decisions. In Palos Verdes, the association has negotiated on such matters as released time for project participants. There seems to be considerable evidence of change in faculty perceptions and interest with respect to "who should make what decisions" about curriculum and instruction.

NEW PERSPECTIVES IN COLLABORATION

The Indianapolis Experience

An enthusiastic and dynamic team from Indianapolis, headed by association President Maurice Huckleberry, reported on their expanding activities. Virginia Rose discussed the recognition of a need for leadership at the representative level and the association's leadership training conference. Jerry Fultz outlined their successful experience in developing and serving, as facilitator only, an action committee of high school students. Steve Talley told of the further community involvement which resulted from acceptance of an invitation to send an Indianapolis team to the Battle Creek, Michigan, four-state conference on changing urban education, and Sigrid Vauble presented a brief summary of the association's plans for the future. Mr. Huckleberry concluded with an analysis of the association's present posture and the requirement of maintaining it.

Focus

This program demonstrates a determined and continuous effort to transform an urban association from a dormant, status quo condition that had characterized it for a quarter of a century to a dynamic organization with the desire and the power to respond to staff interests and needs.

Why the Program

1. An accumulation of problems and needs building up almost to crisis proportions. Association survival was at stake.
2. A favorable climate for change—a new superintendent of schools, a new executive director for the urban association upon the retirement of its former executive director.
3. Encouragement from NEA and Indiana State Teachers Association.
4. Election of new association officers with the will and determination to revitalize the association.
5. Desire to have the association become a power in decision making, recognized as such by the school board and community.

How Launched

About three years ago, the association took part in a self-evaluation with NEA-ISTA collaboration. The association took seriously the weaknesses revealed and set out to correct them. Needs and interests were identified through open hearings, brainstorming sessions, and questionnaires. An early emphasis was on strengthening the Building Representatives, so that they would become functional leaders and the Delegate Assembly a more

vigorous and responsive body. An important step toward this objective was a leadership workshop, an overnight conference with some 120 participants.

Procedures

The association has worked through the usual channels, the staff and committees responding to the direction and supervision of the Executive Committee.

Standing committees have been held responsible for specific tasks and reasonable progress with them. The city's five-area organizational pattern has been reexamined and strengthened. Leadership training has been continued at intervals, including sensitivity training and group dynamics.

The association has engaged in many activities that are regarded as "par for the course" these days. It has been through an election to gain recognition; it has engaged in negotiation; it has "been to court a few times." It is now being asked to designate association representatives on the school system's important staff committees.

The association's headquarters office has been moved into the ISTA, with resulting mutual benefit. During the past year, the association has had the assistance and cooperation of NEA's Project URBAN, working especially on two major problems: discipline and race relations. In this program, two important new features have been introduced: effective collaboration of students and greatly broadened and intensified community relations.

The Student Committee, with 3 student representatives from each high school—about 30 students—and about 20 teachers, worked intensively on the problem of school discipline and developed recommendations that have influenced board policy.

The association has sought out and offered cooperation to all community organizations that would consider such collaboration, on the theory that "any one of them may be a friend on one issue and the main adversary on another." The value of such contacts became evident when, only through community pressure, did the board approve released time for a group of association leaders to attend a very important training conference at Battle Creek, Michigan. Participants at Battle Creek are current leaders in association work.

Instructional problems and what the association should regard as its proper role in this area have just recently begun to come into the focus of association concern. The association hopes and expects to eventually become "the power center in instruction."

Problems

1. The long tradition of inactivity and resulting association image in the minds of teachers, administrators, school board, and community. (Communication, involvement, and demonstrated results are being used to change this image.)

2

2. School board/administration resistance. (Negotiation and pressure from strong community allies are reducing this resistance.)

3. Getting enough staff members to become *actively* involved and strongly committed. (Reorganization of the Assembly, improved two-way communication, and programs geared to staff needs are helping to establish the credibility of the program for change.)

4. Teacher apprehension about "power"—its possible misuse. (Interpretation and demonstration may eventually allay such fears.)

5. Need for outside help, professional and financial. (Received from ISTA and from the NEA Project URBAN.)

6. Lack of effective collaboration among the large urban associations in the state. (Plans are under way to develop a close relationship and effective teamwork among the state's urban associations.)

Evidences of Success

Strong indications of results are to be found in the following situations:

1. The increasing breakdown of communication barriers, first among the teacher groups themselves, then with the students, and more recently with community groups.

2. Student committee leadership of the discipline guidelines project.

3. The collaboration and acceptance by the board of education of association projects.

4. Participation in the coalition of Indiana urban associations.

5. Negotiated inclusion of an association representative on each district committee, including the Curriculum Committee.

PART III
Negotiation: Decision-Making Process in Instruction

During the final morning of the conference, the process of negotiation of instruction was explored in two discussions led by local association leaders. The first discussion covered the planning and implementation of negotiation of instructional concerns by the Monterey Bay Teachers Association in Monterey, California, begun in 1965-66; the other, the functioning of an effective Joint Council negotiated the same year by the Lansing, Michigan Association. Excerpts from a discussion paper drafted by Kenneth Law but not actually used in the conference are included in the report.

INSTRUCTIONAL IMPROVEMENT THROUGH NEGOTIATION

The Monterey Bay Experience

Focus

Instructional change and improvement through extensive negotiated agreements.

Why the Program

1. Combined local and state stimulus for large teacher participation in district instruction policy.
2. Existence of an accumulated patchwork in the district curriculum, which was not satisfying the needs of students or teachers.
3. Outgrowth of the work of an earlier educational policies committee, created in 1962-63.
4. Need to demonstrate that the association was interested in quality education, not salary and welfare benefits alone.
5. Favorable climate for increased association involvement following the 1965 passage of the Winton Act in California, which legislated the intent for teacher associations to be consulted on instructional policy.

How Launched

In 1965 the Monterey Bay Teachers Association decided that a professional association should do more than negotiate salaries. A retreat was held for the members, to which the school board and administration were also invited. The role of the association in curricular and instructional decisions was discussed. As a result, the district's curriculum committee was revised, and the classroom teachers committee of the MBTA was also enlarged and reorganized to assume a larger role in instructional change. (The classroom teachers committee on instruction has one member from each school in the district.) Coincidental to these changes, there also came into being a negotiating council of nine negotiators, one of them designated by and from the association's classroom teacher committee on instruction.

The association committee on instruction began with a study of teaching loads in elementary and junior high schools and induced the administration to employ some additional teachers at these levels. Other efforts were aimed at changing the courses for the retarded, then the gifted, then the educationally disadvantaged. These projects were only partially successful for, in retrospect, it was learned the hard way that the mere importation of outside curricula would not work. These first two years were quite frustrating.

In 1967 the association began submitting a comprehensive "package proposal" for negotiation which encompassed a large variety of teacher concerns for changing learning conditions and instruction offerings. Illustrative of these are the following: use of teacher aides; pupil reporting; classroom materials; ethnic balance; teacher involvement in the selection of supplies; full-time music, art, and PE teachers for the elementary grades; improved services from the materials center; provision for individual differences; released time for curriculum work; and textbook evaluation.

In terms of effective negotiation, considerable headway was made in 1967 and 1968. The district board accepted many proposals and implemented them as far as financially possible. Nonetheless, the association felt that there was not enough effective curricular change taking place.

At this juncture MBTA became aware of the NEA PD&IS search for local associations which were interested in a pilot venture to explore effective roles for local associations' activity in instruction and to examine local, state, and national relationships in this area. Several discussions among MBTA, NEA, state CTA, and CTA Central Section led to the granting of a collaborative pilot project in Monterey.

Procedures

1. The MBTA has relied heavily on its own local efforts with assistance from CTA consultants on survey instruments among the members in every school. These were used early in the spring of the year so that they could be tabulated and analyzed in advance of district budget development.
2. Survey results are duplicated and resubmitted to members to designate priorities. These priority lists are taken by the classroom teacher instruction committee and written into a package proposal which is approved by the MBTA and transmitted to the Negotiating Council. In the last three years instructional concerns have been at the head of the negotiation package.
3. Research is undertaken to gather the best possible documentation in support of the proposals. Local data is acquired, and state and national research agencies are drawn upon. Consultation assistance is also sought from state or national associations when needed.
4. The negotiation of the "package" follows the pattern recommended by the CTA and NEA. There is clarification of meaning, weekly feedback to members, proposals and counter proposals (item by item), until agreement is reached. Agreement on many items is almost immediate, leaving only a small number on which the real negotiation effort need be spent.
5. Designation as a PD&IS project association brought NEA and state staff to the district for a series of workshops. The initial one included a group of teachers, administrators, and board members.

The group spent three days away from school, with the district supplying substitutes for staff and with the local CTA, CTA/CCS, and NEA sharing the expenses of the workshop. In this session the association's self-analysis led to a definition of the major problem: How could teachers find the time to design and help build a completely new educational machine while working full-time within the restrictive limits of the old one? They identified five areas of possible future work, but the most beneficial outcome was the process of reducing barriers and building person-to-person trust—a changing of attitudes.

6. The cadre of MBTA members which emerged from the first workshop planned a parallel experience for the total staff for two released time in-service days, one elementary and one secondary, with a planning workshop for teachers on the following Saturday (teacher's own time). These have been held and are the springboard for the 1970-71 year. The next stage is to carry out an analysis of the forces for and against change in the district, a workshop which may be held this year.

Problems and Solutions

1. Acquiring sufficient support for proposed changes. There is no easy solution. The best available research information is employed, and efforts are made to enlist persons and organizations in the community—PTA, business leaders, press, etc.

2. Potential impasse. While most proposals offer no serious disagreement, an impasse can develop. In May 1969 there was an impasse over merit pay, which the board desired to install. This impasse was so intense that 75 percent of the staff remained away from school one Monday on a "frustration day." Others met their classes but donated their day's pay to the MBTA to support the association's position. The merit pay proposal was set aside. A feeling of cohesion among the members resulted, but a degree of resentment and suspicion was generated in other quarters.

3. Teacher-administrator and teacher-board of education relationships. The feelings of doubt and conflict have been greatly reduced by the activities in the NEA-CTA Pilot Project for the Improvement of Instruction.

4. Implementing the agreement items. The principal implementation problem is lack of money. The solution employed in recent years is to prepare more than one level of services and expenditures (alternate budgets) in the proposal package, to plan ahead in the event of budget cuts. The association accepts the responsibility of shared decision making on budget cuts.

Evidences of Success

The contracts negotiated have eliminated or reduced many of the teachers' concerns. The program has developed trust between administrators and teachers. It has given impetus to better com-

munication. The association has been strengthened and given a better image. New horizons in association work have been opened to the members. The work has identified and brought forth potential leadership. General support for the program among the members is apparent.

As a part of the pilot project, the association has recently had the unprecedented privilege of utilizing for its purposes in-service days for more than 800 elementary and secondary teachers and administrators of the district.

JOINT COUNCIL

The Lansing Experience

Karl Ohlendorf, MEA associate executive secretary for instruction, reviewed the problems of collective bargaining in the public sector, the pressure for the reallocation of funds, the community feeling of diminishing returns, and the need to emphasize the responsibility of the profession. He then introduced John Fouts, board member of Michigan Education Association and liaison officer between the board and its departments and affiliates. Mr. Fouts, who has ably led the Lansing Joint Council project since its inception, outlined the activities undertaken in Lansing when public employees were given the right to negotiate.

Focus

The program in Lansing rests firmly on negotiated agreements, but features a Joint Council of teachers, administrators, and parents. The negotiated agreement deals primarily with the composition, duties, and procedures of this Joint Council and its related groups and only occasionally with specific substantive items. The resulting work on curriculum and instructional problems is continuous and flexible with new items being introduced for consideration at any time during a school year.

Why the Program

The program was initiated through the vision and enthusiasm of a few association members, especially one president, at the time the association was ready to negotiate its first contract. They believed the Joint Council would do the following:

1. Give the association an effective voice.
2. Broaden the interests and concerns of the association to matters other than salary and welfare.

3. Provide for the active participation of all members in the educational decision-making process.

How Launched

The first master agreement negotiated contained one paragraph committing the association and administration to study what to do regarding curriculum in order to bring about staff involvement in curriculum and instructional development. The Joint Council of Teachers and Administrators resulted. Step by step, the project has evolved into its present form in which the Joint Council plays the essential leadership and coordination role.

Procedures

The Joint Council has 30 members. Its present structure and method of operation as well as that of its important adjunct, the steering committees, may be reviewed in the excerpt from the contract which concludes the Lansing report. Originally the Council included 12 teachers and 12 administrators. There were also 5 parents and 2 students on the Council who could not vote. As work proceeded, the interest and the knowledge of both parents and students were impressive. It was determined that the students work more effectively at the building input area, and they no longer serve regular terms on the committee although they are included at meetings where they are needed. The number of parent members has been increased to 6, and they now vote on all Council issues.

The Council was quickly accorded appropriate stature and has strongly influenced educational progress in Lansing. Proposals it approves and forwards to the superintendent are mandated to the board of education, and when confirmed, may be implemented. To date, although revision has been requested and changes have been made in some proposals, the board has never rejected a Joint Council proposal.

The Council ensures orderly process by means of an established written agenda, for which items, whose priority is determined by the teachers, must be submitted one month in advance of the meeting where they will be considered. The teacher chairman has a half day of released time monthly for planning purposes.

In addition to the steering committees, the Council has numerous very effective research and ad hoc committees. One, originally formed to study the problems of the gifted child, became the committee for the academic interest center and developed a three-year plan to open a facility to which students from all over the city come for accelerated work in courses almost of their own design. This committee then took under consideration the problems of a secondary building. When that project was completed, another committee went on to consideration of new elementary buildings.

Thus, there is continuing, related, logical progress in Council activity.

Effort is cooperative. The "Pushout-Dropout" Committee works with the steering committees to determine the relevance of curriculum and with a volunteer teacher corps which tutors dropouts on their terms. For this project, the teachers did the planning, the administration developed the presentation, and a federal grant was awarded to implement the program.

With the number of activities in progress, it is clear that a high percentage of the staff is involved directly during each school year in the developmental projects, and every teacher has the opportunity to participate at least indirectly in the total process of change through the open channels for teacher suggestions and the city-wide meetings where proposals are evaluated.

Problems

Probably the chief problems have been time, pressure, and apathy—the problem of maintaining sufficient teacher interest to produce the necessary enthusiasm and commitment. More released time would be helpful since much of the work is done outside of school on a volunteer basis, even though there is released time for the monthly Joint Council meetings.

Evidences of Success

Over the years, the guidelines and rules of operation have been refined and improved. Some of the programs implemented are availability of more electives in the high schools, secured by the introduction of flexible scheduling; the phasing out of one junior high school; textbook selection with teacher participation; guidelines for the duties of teacher aides and the functions of the master teacher in a nongraded elementary school; ungraded service and use of instructional media; participation in the assignment and transfer of staff; provision for teachers of two "visitation days" per year which, in the interest of solving specific problems, has sent Lansing teachers to widely separated areas of the country; and the overdue evaluation of so-called innovative programs which had continued to be innovative—in name—over a number of years.

The general attitude of the staff and staff relationships with the administration and board are wholesome. The image of the association with the administration and public has improved. The program is moving forward on many important fronts.

Each steering committee is completing a two-year study of its field. There is an active committee on human relations. University relationships have been strengthened and better defined. A committee determines which requests for surveys or other participation in the preparation of theses will be granted, the university makes its resources available to the Council, and the schools col-

laborate with the university on teacher education, not only in a student teaching program, but also in an exchange program and a professional growth program which helps to fulfill one of the requirements for teacher advancement in the district.

Staggered terms on the various committees contributed to the association goal of total staff involvement in instructional improvement. The wide variety of activity allows the teachers to participate in community affairs, a further requirement for advancement.

EXCERPT FROM LANSING, MICHIGAN CONTRACT

Article XII
Curriculum

A. *City-wide Curriculum Meetings*
   1. Each full-time teacher shall be required to attend two city-wide curriculum meetings per school year. All trade and industrial vocational instructors will attend two after school advisory committee meetings as required by State contract in lieu of one city-wide curriculum meeting.
   2. On the city-wide curriculum meeting days class schedules for the morning shall be determined by the Administration. Elementary Special Education classes will not be held and teachers shall use this time for parent-teacher conferences. Curriculum meetings shall begin at 1:30 p.m. and shall adjourn at 4:00 p.m. Class dismissal in all elementary schools shall be 11:30 a.m. and in all secondary schools shall be 12:00 noon. All teachers shall be dismissed at 12:00 noon.
   3. Attendance at city-wide curriculum meetings is an obligation of the teacher's employment. Failure to attend, unless excused by the building administrators, shall cause loss of one-half day's pay.

B. *Steering Committees*
   1. The steering committees should hold a minimum of three meetings per semester. Curriculum consultants will act as resource people and advisors in cooperation with the chairman. (Resource people would include consultants, directors, central administrative staff, principals, parents, students, audio-visual personnel, and others, determined by the curriculum committee.)
   2. The LSEA Association Representatives will secure volunteers for curriculum steering committees during the first week of the fall semester. Each committee should have a broad representation from various grade levels and buildings.
   3. Steering committees shall select their own teacher chairman in the spring to serve the following year.
   4. Each steering committee shall be composed of 10 or more teacher volunteers and the coordinator of that particular area, if one exists. The curriculum consultants will act as resource people and advisors in cooperation with the chairman. In all K-12 curriculum areas it is the intent that the elementary and secondary committees will work together to achieve K-12 curriculum articulation.
   5. The steering committees will present their recommendations for district-wide decisions in the Instructional Council. They will also

conduct further research and study as recommended by the Instructional Council.

6. The system-wide, half-day curriculum sessions shall be held each year—one in November and the other in March.
7. The chairman and recorder for each of the various system-wide meetings shall be selected by a majority vote of the steering committee members. The recorder shall keep minutes of the meetings and forward a copy of these to the Director of Curriculum. The Director will forward such minutes to either the respective curriculum consultant or the secretary of the school of the recorder for typing and reproduction. Copies of the minutes will be provided for interested people as indicated on the distribution list provided by the Curriculum Office.
8. The functions of the system-wide curriculum sessions will be to:
   a. Discuss and take action on the recommendations of the respective steering committee.
   b. Hear reports of innovative programs in that area of the curriculum.
   c. Study ways to implement curriculum decisions.
   d. Review decisions of the Instructional Council.
9. The dates of the Lansing system-wide curriculum sessions shall be determined by the Director of Curriculum and either the President or Executive Director of the LSEA, in accordance with the provisions of these guidelines. Details of the individual meetings will be determined by the respective steering committees, in cooperation with the Director of Curriculum.

C. *Instructional Council*

1. An Instructional Council is established to act as a decision-making body for recommendations regarding curriculum and instructional development. The Instructional Council shall be composed of twelve administrators, twelve teachers and six parents, each of whom shall be a voting member. They shall be selected as follows:
   a. Assistant Superintendent for Instruction
      Director of Pupil Personnel
      Director of Curriculum
      Director of Secondary Education
      Director of Elementary Education
      Senior High School Principal
      Junior High School Principal
      Elementary School Principal
      Instructional Media Representative
      Consultant in Research and Educational Facility Planning
      Director of Continuing Education
      Director of Special Education
   b. The LSEA Board of Directors shall select twelve teachers, such teachers to be representative of:
      (1) The various curriculum areas
      (2) The elementary-secondary ratio
      (3) Groups such as the Helping Teachers, Counselors and Diagnosticians, and
      (4) The faculty and the LSEA at-large
   c. Parent Selection
      Six PTA representatives shall serve on a three-year rotating basis. The Lansing PTA Council will be asked to submit annually to the Superintendent a list of four nominees. The Superintendent and the LSEA President shall select two people from the four nominees.
2. The Instructional Council shall be chaired alternately by the Assistant Superintendent for Instruction and a teacher selected by the teacher representatives on the Council. The Chairman of the day shall retain his vote.

3. The Instructional Council will hear recommendations of the steering committees, discuss, approve, or ask for further study, clarification, or research of these recommendations. The Instructional Council may draw in any individuals with special qualifications pertaining to the area of curriculum involved, particularly the steering committee chairman and consultant for the curriculum area being discussed.
4. The Instructional Council shall meet monthly on school time (second Wednesday at 1:00 p.m.) and such other times as the Council may determine. If any member of the Council cannot attend a meeting, he shall make every effort to provide an appropriate substitute.
5. Comments by parents, or students, concerning curriculum shall be channeled to the Instructional Council by the staff member receiving them.
6. Proposals to be implemented the following September shall be approved by the Instructional Council by April 1. Extensions beyond April 1 may be made with the approval of ⅔ of the Council present and voting.
7. The Instructional Council shall have the authority to establish such additional steering committees as a majority of the Council shall deem necessary and desirable.
8. Teachers wishing to propose innovative programs in a given building may present such proposals to the appropriate steering committee for approval. The building principal will be notified of and consulted on such proposals. If the proposal is rejected by the steering committee, the teacher may submit it to the Instructional Council for its consideration.
9. Groups of teachers, or total faculties, working together with the building administrators in a given building, who wish to propose innovative programs that cross curricular lines involving more than one discipline or affecting the individual school program, may present such proposals directly to the Instructional Council for approval.
10. The Assistant Superintendent for Instruction shall receive recommendations from the Instructional Council and present them with his comments to the Superintendent.
11. The Superintendent shall arrange for presentation of the recommendations with his comments to the Board for prompt action.
12. The Board-approved program shall be implemented as soon as feasible.
13. Curriculum content recommendations which are rejected by the Board shall be returned to the Instructional Council for its reconsideration. The Council shall have the authority to modify the proposal and resubmit it to the Board through the Assistant Superintendent for Instruction and the Superintendent.

Pertinent questions from the participants and the analysts included: how to differentiate between negotiation of conditions of work related to instruction and negotiation of the methods and content; how to secure the right to negotiate instruction and how to determine the appropriate method once we have the right; when to negotiate process and when to negotiate specific items; whether associations should negotiate the kind of performance contracts being negotiated with school boards by the commercial information and instruction "industry." With the variety of issues "on the table" and the limited amount of time, however, no real consensus was reached about these controversial issues.

Many members of the conference viewed the solution of these problems as paramount in the immediate concerns of the local

teacher role of agent for instructional change. Indeed, they might well be the subject for a succeeding conference, for the power of a negotiated agreement is just beginning to be realized. How far it will go in curriculum and instruction is not known at the moment. Some forecasters believe it will eventually become a substantial portion of the master agreements between teacher associations and school boards. Others see the practice extending only to questions of procedure and ground rules for giving legitimacy to the teacher partnership and association involvement in developing instructional plans and recommendations. To what degree negotiation will determine curricular content and teaching methods is at present only a conjecture, although instances of such issues can presently be found in some negotiated agreements.

NOTES ON NEGOTIATION OF INSTRUCTION

Kenneth Law
Negotiation Specialist
NEA Field Services

The points raised above are sufficiently relevant to require attempts at resolution before we can be truly effective in an area which we all believe is crucial to our association development. Decisions about what is to be taught and, in some cases, how it is to be taught are being further and further removed from teachers. Through negotiations we are establishing our right to negotiate related areas such as pupil ratio, academic freedom, number of aides, etc., related to instruction but not directly related to curriculum. In order to deal with association involvement in curriculum, we must solve many problems, among which are the following:

1. Reaction against participation by our own members.
2. Roadblocks set up by school boards and school administrators.
3. Establishing our right to deal with these as negotiable items, once we have decided that we want to do so.
4. Educating our members to differentiate between their role as an employee and as an association member.
5. Eliminating a basic schizophrenia about our role as an association. It is most difficult to try and be all things to all people.
6. Dealing with other power groups like parents and students who we know also want a piece of the action.
7. Overcoming our role as part of the establishment with an accompanying inability to blow the whistle on some of the inappropriate practices of which we are aware.

8. Determining the most appropriate method of negotiation once we have achieved the right—in essence, what is appropriate wording of contract language, etc.

9. Developing full understanding of what negotiation really means, as opposed to discussion, paternalism, etc.

10. Effecting a marriage between the hard-nosed collective bargaining approach and a different negotiating model which might be better as we get more involved in curriculum.

There are several possibilities open to an association that becomes involved in negotiation of curriculum and instruction, *no one best way*. It depends upon not only the local circumstances, but what is to be negotiated. However, in general it seems that those items which relate to physical conditions under which instruction is to take place as well as general guidelines needed for effective teaching should be negotiated directly and included in the contract in specific language. Most other items, such as what should be taught and how, might best be determined by a less rigid form of negotiation; even here immediate exceptions come to mind.

The important thing is that no major decision affecting any of the related items will be made without the formal participation of the *association*—not just teachers as teachers. Following are some models which may be used in the process. The wording is not really indicative of good contract language, but the examples serve the purpose of demonstration models.

1. *Direct negotiation of the item:* The contract may say something like: "Tenth-grade social studies courses offered will include World History and Asian Geography, both of which shall be elective courses."

2. *Establishment of Joint Committees:* "The Board and the Association agree to the formation of a Joint Instructional Committee to be composed of 4 representatives appointed by the Association and 4 by the Administration. The Committee shall be responsible for continuous study and review of curriculum content, textbooks, in-service education, etc. and shall report at least every two months to the Superintendent and the Board."

3. *Establish Specific Joint Committees:* "A Committee will be established no later than March 1, 1970, composed of 3 members appointed by the Association and 3 by the Board, for the express purpose of developing a policy proposal on school discipline. Said Committee will report to the Board and the Association no later than October 1, 1970, so that their recommendations may be included in negotiations for a 1971-72 contract between the parties."

4. *Association participation on curriculum committees:* "Existing curriculum committees or any subsequently established, shall each contain a minimum of 3 persons appointed by the Association."

5. *Teacher representation:* "All committees established to study any aspect of the education system, including but not limited

to such items as curriculum, textbook selection, school construction, use of teacher aides and teaching supplies, shall be composed of at least 60 percent classroom teachers."

6. *Prior Permission:* "The parties agree that two in-service days per year for teachers will be the responsibility of the Association. Teachers will be released from school on said days and will be required to attend. The sum of $10,000 is hereby appropriated by the Board of this purpose and will be made available to the Association upon completion of plans for the programs and submission of appropriate bills."

7. *Recovering from the past:* "The parties agree that recent introduction of modern math into the curriculum has caused undue educational demands on the staff. Therefore, all teachers who have taken, at their own expense, courses to train them for such teaching shall be reimbursed for the expenses of such courses. In addition, an in-service course in modern math will be offered to all teachers during the 1970-71 school year at the expense of the Board."

8. *General Study:* "The Board agrees to release the member of the Association Curriculum Committee from teaching duties 20 days during the 1970-71 school year. Said release shall be with full pay and shall be limited to 5 members. The purpose of such time is to allow the committee to research the total area of school curriculum and to develop proposals for consideration in negotiation of a successor contract. Said committee will file a written report with the Board and the Association no later than April 1, 1971." *

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* The comments by Mr. Law were not written for publication but to provoke discussion. In view of the time limitation on this discussion, however, it seemed important to include them here.

APPENDIX A

The Professional Association Looks at Its Role in Instruction

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APPENDIX B

Program

April 2-4, 1970

Thursday

5:00 p.m. Registration for Conference, Foyer of Normandy and Savoy Rooms, Sonesta Hotel

6:30 p.m. Dinner, *Allan M. West*, Deputy Executive Secretary, NEA, presiding, Normandy Room, Sonesta Hotel

Greetings, *Lawrence G. Derthick*, Assistant Executive Secretary for Professional Development and Instructional Services, NEA

Preview of Conference, *Thelma W. Horacek*, Program Coordinator, PD&IS

"Instructional Improvement Project—PAR'TE," *Michael J. Fleming*, Executive Director, Iowa Assn. of Classroom Teachers

"Who Are We?", *Donald J. Murray*, Assistant Executive Secretary, Professional Services, Washington Education Association

Friday

9:00 a.m. Differentiated Staffing (Auxiliary Personnel), Racine Education Association, *Bernard H. McKenna*, Associate Executive Secy., TEPS, presiding, Crabtree Auditorium

In-Service Education, Scarsdale Teachers Association, *Robert E. Luke*, Director, AES, presiding, Allan Room

10:30 a.m. Coffee Break

10:45 a.m. Process of Curriculum Planning, Delano Elementary Teachers Assn. and Palos Verdes Faculty Assn., *Robert M. McClure*, Associate Director, CSI, presiding, Allan Room

New Perspectives in Collaboration, Indianapolis Education Assn., *George W. Jones*, Director, Project URBAN, presiding, Crabtree Auditorium

12:30 p.m. Luncheon, Board Room, 8th Floor, NEA Center
Greetings, *Sam M. Lambert*, Executive Secretary, NEA

1:30 p.m. Sharing Session, *Harold E. Wigren*, Associate Director, DET, presiding, Crabtree Auditorium

3:30 p.m. Free time for NEA appointments and dinner

7:30 p.m. Local-State-National Association Relationships, *Donald J. Murray*, presiding, Savoy Room, Sonesta Hotel

Saturday

9:00 a.m. Negotiations, Monterey Bay Teachers Assn., *Kenneth L. Law*, Negotiation Specialist, NEA, presiding, Normandy Room

10:30 a.m. Coffee Break

10:45 a.m. Joint Council, Lansing Schools Education Assn., *Fred Husmann*, CSI, presiding, Normandy Room

12:15 p.m. Luncheon, Brittany Room

Greetings, *Helen Bain*, Vice-President, President-Elect, NEA

1:30 p.m. Reality Testing

2:30 p.m. "The Unique Role of Professional Associations in Instructional Improvement and Personnel Development," *Arthur F. Corey*, Executive Secretary Emeritus, California Teachers Association